

# *City of Berkeley Housing Element*



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## **EXECUTIVE SUMMARY**

### **A. Purpose of the Housing Element Update**

Shelter is a basic human need and right. The primary housing goal of the City of Berkeley is to ensure that Berkeley residents and their children can continue to live here if they so desire and have access to decent housing in pleasant and environmentally safe neighborhoods at a range of prices they can afford. The Housing Element defines and articulates what the City of Berkeley can and should do to meet this goal, as well as to provide for its share of additional new housing that will be needed statewide.

The Housing Element is one of the components of the City's General Plan and is required by the State of California (Section 65580 -65589.9, Article 10.6, Chapter 3, Division 1, Title 7 of the Government Code). The State requires that the City's Housing Element be consistent with the other elements in the General Plan and that it be updated by July 1, 1990. The update must evaluate past efforts, analyze current conditions, including any constraints on housing production, and describe plans to meet current and future housing needs. The City intends to further revise the Housing Element by 1992 when the City revises its entire General Plan.

### **B. The City's Housing Goals**

The Update contains the same Housing Goals as the previous element with the addition of two new goals. The first is on regional cooperation. The second is a statement of intent to further revise this Element as part of the 1992 comprehensive General Plan Revision. Some changes have also been made to the goals and the various policies pertaining to them to reflect better the City's current policy and conditions. Summarized, the 1990 Housing Element goals are:

1. Provide an adequate supply of affordable housing for low income as well as moderate income households.
2. Maintain, improve, and fully utilize existing housing.
3. Expand the housing supply to meet the City's share of regional need for new housing, in accordance with community and environmental standards.
4. Provide an adequate supply of housing for persons with special needs, including large families, single parent families, the elderly, disabled, and homeless.
5. Support creation of housing by the University and other state institutions, in keeping with other City goals and policies.
6. Allow all residents equal access to housing opportunities.



7. Promote regional cooperation in finding solutions to housing problems and related issues.
8. Improve the quality of community participation.
9. Revise the Housing Element as part of the General Plan Revision.

### **C. Achievements and Problems**

In the last five years the City continued numerous programs already in place and instituted new ones to maintain housing affordability, conserve the City's housing stock, and create additional housing to meet its needs. Most important for maintaining affordability were the rent stabilization and good cause for eviction program and the federal Section 8 Existing Housing Program. The City also continued its housing preservation programs and assisted in the creation of new housing for low and moderate income households. The City met 96% of its low income new housing need, and 80% of its total 1980-90 goal. It undertook activities to help those with special needs such as the homeless, single-heads-of households with children, the elderly and disabled.

Despite these achievements, the City's ultimate housing goals remain unfulfilled. Market conditions and economic forces have resulted in a Bay Area-wide housing crisis with extremely high housing costs and have reduced affordability. At the same time drastic cuts in federal and state funding for both housing and social services programs have curtailed the City's ability to respond to this crisis. The largest amount of government housing assistance goes to upper income homeowners through the mortgage interest income tax deduction, while at the local level cities are expected to find ways to assist lower income residents with a shrinking pool of resources. In some cases, neighborhood opposition to the City's attempts to locate programs for the homeless and low income people caused delays and increased costs. The housing crisis thus poses a threat to Berkeley's ability to maintain its ethnic, social, and economic diversity. Homelessness has increased, a large percentage of households are paying more than 30% of their income for housing, which is the standard for affordability, only a very few renter households can afford to buy housing and there is a continuing trend towards "gentrification", whereby higher income people replace those with low and moderate incomes.

### **D. 1990-95 Housing Focus**

During the next five years the City expects to continue to implement all existing housing programs and add some new ones. The City's focus will be as follows:

**1. New Construction:** Develop 75 shelter beds at the Murray Street site. Assist non-profit developers to complete the Rumford Plaza Project (43 units), Lorin Station Plaza (16 units), Single Room Occupancy (SRO) projects, and others that would provide housing for those with special needs and would be affordable to people with low and middle incomes. Work with the private sector to help ensure development of new housing to meet the City's needs. Provide density bonuses or equivalent assistance to private developers who are undertaking multi-family projects with affordable



housing units. Formalize by ordinance the practice of requiring new office/retail projects to provide affordable housing either as part of the project or through in-lieu of production payments to the City for production of off-site housing. Work with the University to facilitate creation of student housing plan and to ensure that new student or other University housing meet local zoning regulations and that the University pay a fee its fair share for City services demanded by new housing.

**2. Rehabilitation:** Bring vacant SRO hotel rooms back into the market ; continue participation in the federal Rental Rehabilitation Program, begin participation in the owner-occupant and rental-occupant components of the California Disaster Assistance Program (CALDAP); participate in the California Housing Rehabilitation Program for owners and renters(CHRP); begin implementation of the Unreinforced Masonry (URM) Ordinance; help non-profit organizations acquire and rehabilitate existing housing to ensure its long-term affordability.

**3. Affordability:** The Rent Stabilization Board will continue to implement the City's Rent Stabilization Ordinance, protecting tenants from large rent increases and arbitrary evictions. It will also refine the Individual Rent Adjustment (IRA) process, and continue to oppose state and federal threats to local control. The Berkeley Housing Authority (BHA) will apply for a minimum of 500 additional Section 8 subsidies within the five year period. The City will cooperate with the private sector to facilitate maximizing availability of rental units.

## **E. Housing Element Update Components**

The 1990 Housing Element is divided into 4 major sections. The first section is an introduction. It presents an overview of the purposes of the Element, recent accomplishments and the major problems the City must try to resolve. The second section details the City's housing goals and policies. These have been slightly revised to better reflect current housing needs. The third section provides data on current conditions, governmental and non-governmental constraints and new housing needs. This section identifies the potential locations for the new developments which are expected to meet the City's assigned share of the Bay Area new housing needs. The fourth section discusses the City's housing achievements in the last five years and the difficulties and opportunities encountered. It also presents the City's plans and programs for meeting its housing needs.

The Appendices bring together demographic and other housing-related information and documents which may help readers understand and evaluate the Housing Element. The appendices include excerpts from a 1989 Berkeley household survey, and a 1988 tenant survey, a portion of the University of California Long-Range Plan (LRDP) and the City's formal response thereto, part of the City's Housing Assistance Plan submitted to HUD in 1989, and the City's Comprehensive Homeless Assistance Plan.







# **SECTION I**

## **INTRODUCTION**







## I. INTRODUCTION

### A. The Purposes of the Housing Element

The Housing Element is a state mandated component of the City's General Plan and an important planning tool which sets the overall housing goals and policies for Berkeley's future. The last Housing Element was completed in 1985; state law requires that the Housing Element be updated every five years. Additional revisions to the Housing Element will be made in 1992 when the City's General Plan is revised. The 1990 Housing Element was prepared by City staff working with the guidance of the City's Planning Commission, which is the lead City commission on this project. The new Element also incorporates comments and suggestions made at various General Plan Revision workshops; in meetings of the City's Housing Advisory and Appeals Board (HAAB) and Human Relations and Welfare Commission (HRWC); in public hearings before the various Commission subcommittee meetings on current housing issues and programs; and in public hearings of the City Council and before other public bodies. The new Element also includes data from a 1989 household survey that was undertaken for the City as part of the General Plan revision process to obtain current information about Berkeley's residents.

The major goal of this Element, which has been reaffirmed by the public discussion, is that of maintaining Berkeley's social and economic diversity by having suitable and affordable housing in a high quality living environment available to all current Berkeley residents and to future generations. The current housing crisis has made achievement of that goal increasingly difficult. The community, the private sector and government all have important roles to play in shaping the City's housing. The cooperation, involvement and partnership of all three sectors is crucial to maintaining Berkeley's unique character.

In a market economy such as ours, a variety of factors influence housing in terms of production, cost, availability, and maintenance. Individual housing producers and providers take actions within that market which they believe will be most profitable to themselves, or to their cause in the case of non-profit developers. Their energy, skills and creativity are essential to produce and maintain the housing needed in the City. It is the private market that will meet a large portion of the new housing need and maintain the vast majority of existing housing.

Government plays a fundamental role by setting the rules within which the market operates, channeling private benefit so that the public good can ensue. Local government can affect housing through three methods: first, local government has fairly broad regulatory and enforcement powers to ensure the health and safety of its population and to protect the environment; second, it can raise funds from local, state or federal sources to provide assistance (both technical and monetary) to the



private sector to help achieve desired goals; third, it can undertake housing programs directly. The majority of voters in the community decide what actions government should take either through their elected representatives or directly through the initiative process.

The Housing Element provides a public document which expresses the community's wishes, and guides development of new programs and evaluation of existing ones. This Housing Element update has the following basic purposes :

- 1) Increase public understanding of housing need, and the City's housing goals, thereby encouraging greater public participation in resolving housing problems.
- 2) Provide a public document for the City of Berkeley which brings together the City's housing goals, policies, and programs to meet short and long-range objectives. This will guide public policymakers when making housing-related decisions and help them to find the most effective ways to respond to the housing needs of all Berkeley residents.
- 3) Demonstrate how City programs relate to those of private individuals and organizations, non-profit organizations and other public agencies and to measure the extent to which private and public actions are achieving the City's housing goals. This will help increase private sector awareness of City concerns and facilitate cooperation.
- 4) Meet state housing element requirements. The state recognizes that each locality is best capable of determining what efforts are required of it, provided that such a determination is compatible with state housing goals and regional housing needs. The state is considering legislation that would require a locality to have adequate Housing Element before it could receive state funds for certain programs.

The City's accomplishments and the constraints faced in the last five years in meeting its housing goals as well as present housing conditions, trends, issues will be summarized below and discussed in greater detail in the body of this Update.

## **B. Housing Problem Statement**

The current regional situation has deepened negative housing trends already noted in the 1985 Housing Element such as homelessness, lack of affordability, and gentrification. Especially affected by the housing crisis are Black households, low income households, moderate income households, and people with special housing needs. Data suggests a continuing loss of the City's Black population, down from 20% in 1980 to 13% in 1989. There has been a shift towards loss of low income and moderate income households. According to a 1989 Berkeley residents survey, the City's



renter/owner ratio appears to be 52% renters and 48% owners; in 1980 that ratio was 62% tenant households to 38% owners. Given that new homeownership is now generally possible only to those with higher incomes, the new ratio indicates a loss of low and moderate income households.

Berkeley is in the center of a region going through significant demographic and economic changes which have resulted in the current housing crisis. Housing costs are increasing more rapidly than incomes, and jobs are being created more rapidly than new housing. According to ABAG (Association of Bay Area Governments), recent market forces and uneven economic development tended towards a bifurcated incomes pattern with a large number of new jobs in sectors with high and low wages and relatively fewer jobs in the middle range. The high level of economic growth increased the demand for housing in an already tight housing market and resulted in increased housing costs for both rental and homeownership units.

High housing costs have adversely affected the quality of life for all. Increased housing cost is a major factor in households having to work more than in the past to be able to afford housing. Regionally, according to ABAG, households with more than one person working and persons holding down more than one job have both increased dramatically. The recent demographics survey conducted by the City indicates that the same is true for Berkeley. Many others are paying too much for housing, living in overcrowded or poor conditions. Some are forced out of the City, others are forced out into the streets.

Drastic cuts in federal and state funding for housing and other social services presented the second major constraint on the City's ability to provide needed housing programs. Slow restoration of monies for housing programs at the state level has recently begun only after passage of voter's initiatives which directed the state to float bonds to provide additional resources. The biggest housing assistance program both at the federal and state level is the mortgage interest income tax deduction whose benefits accrue primarily to upper middle and higher income homeowners. On the other hand, The Urban Institute, a research organization, has reported that fewer than 17% of the nation's very low income households received federal rent subsidies in 1988 (California Legislative Analyst Organization, "A Perspective on Housing in California", January 1990). It is evident that funding levels for housing at all government levels are still far from sufficient to provide the assistance necessary to reverse the housing crisis which is threatening Berkeley's unique identity.

### **C. Summary of Achievements**

The City of Berkeley can be proud of its housing achievements since 1985 and its response to the housing crisis. During the 1986-90 period the City completed the low income housing development projects in progress in 1985 and initiated and completed new ones. It met 96% of its share of the regional goal for new low income housing and 80% of the total for all income groups. That goal was established by ABAG for the period 1980-1990 and was required by the State to be part of the



Housing Element. Berkeley is also close to a balance between jobs and housing, with 1.1 jobs for each employed person living in the City.

More than any other nearby community, Berkeley was able to maintain the affordability of rental units. This was achieved primarily by rent and eviction controls and the continued implementation of a variety of anti-demolition and anti-conversion ordinances. The Berkeley Housing Authority (BHA) was restructured and was able for the first time to place under the Section 8 program the total number of units for which it could receive federal subsidies. The BHA also increased the number of households receiving rental subsidies; 1717 very low income households are now paying affordable rents under the Section 8 program. The City also undertook multiple programs to assist the homeless, added to its homeless shelter capacity, and created transitional housing. In view of reductions in federal funding, the City redirected its rehabilitation programs to focus on the rental housing most at risk of deterioration. It also continued to implement a variety of other maintenance and energy conservation programs to help preserve and improve the City's housing stock.

The City also approved several new ordinances, including an Inclusionary Zoning Ordinance which ensures that 20% of new housing developments with five or more units are reserved for low/moderate income housing, the Residential Hotel Non-Conversion Ordinance which protects Single Room Occupancy (SRO) housing, an ordinance to provide relocation benefits to tenants temporarily displaced when a property is brought into code compliance, and fair housing legislation to protect students and those with Acquired Immune Deficiency Syndrome (AIDS) against housing discrimination.

The City drafted new area plans for the Downtown, West Berkeley and South Berkeley. All housing programs and projects involved a high level of public participation. A Council-appointed Permit Review Task Force was created to help determine how the permit process can be made more effective by making the zoning and codes review process more streamlined. The City and the University have also established systematic communication on University plans which affect the City.

#### **D. Evaluation of Major Housing Problems and Issues**

Despite a genuine effort by the City to meet the 1985 Housing Element's goals and its success in implementing many of the programs planned, the goal of providing decent, safe, and affordable housing for Berkeley's inhabitants especially low and moderate income households is more elusive than ever. Some of the more important housing problems and issues are discussed in the following pages.



## **1. Increased Homelessness**

Increased homelessness is a national problem. In the Bay Area, and in Berkeley as well, it is the most dramatic manifestation of this area's housing crisis. It was made even worse by the October 1989 earthquake when many of the SRO hotel rooms were destroyed. It is estimated that there are approximately 1,200 to 1,500 homeless in Berkeley on any given day. The exact number and profile of the homeless is not known. But there is data on those homeless that use homeless facilities and services. A profile of homeless services recipients in Berkeley is contained in Appendix H.

A vast majority of the Berkeley's population sees homelessness as a major, if not the major, housing concern in the City. Yet, proposed homeless programs have often been less than well-received by their potential neighbors. It is extremely difficult to find locations for homeless programs that are acceptable to the neighborhoods. As potential sites for programs are explored, and then ruled out because of neighborhood opposition, the issue of site will have to be addressed. Community input is essential to the success of the programs, but the City may have to consider zoning changes to allow a site by right or zoning overlay classification for certain essential services such as an emergency shelter. Regional cooperation is needed to have each locality contribute its "fair share" of meeting the needs of the homeless so that Berkeley does not act as a magnet and take on more than it can handle.

Efforts to assist the homeless must distinguish between subgroups and coordinate programs according to their various needs. Temporary emergency shelter is a last resort, a band-aid approach to the problem of homelessness. Transitional housing coordinated with other social services is a better solution, but the City will have to reach some agreement as to where such housing can be made available. Tension between the neighborhood and the homeless can be eased when transitional housing is operated by non-profits with sound housing management skills, and when other social services are provided. However, ultimately, the concept of transitional housing begs the question "transition to what?". The availability of affordable housing is the key to reducing the problems of homelessness.

Homeless services providers all over the Bay Area advocate that we prevent homelessness before it takes place and work towards permanently housing those who become homeless. A recent New Jersey study indicates that the cost of preventing someone from becoming homeless is approximately 30 times less than the social costs to assist them afterwards. Programs to create permanent housing include obtaining additional rent subsidies, restoring lost affordable SRO housing, creating additional housing and better utilizing existing housing.

## **2. Neighborhood Opposition**

Lack of funding is a major constraint on providing permanent affordable housing for low income people. However, even when funds are made available, the City often faces local opposition.



Individual and neighborhood opposition stems from a variety of reasons including fear and misconceptions about poor people, racism, fear of lowered property values, fear of increased density, inappropriate size or design, traffic and crime. Intertwined with the other issues which serve as the basis for local opposition is the concept of "fair share". At the regional level, residents feel that Berkeley, compared with other jurisdictions, has done more than its share to provide affordable housing and shelter for the homeless and the poor. Such successes, they argue, only increase the number of persons moving to Berkeley from nearby communities where such services are not provided. Within the City, neighborhoods where programs or projects are proposed often argue that they are contributing more than their "fair share" while other neighborhoods are not. Opposition has negatively affected completion time and cost of projects, and increased the amount of effort that must go into each project. Responsive program design addresses these concerns and provides for mechanisms to handle negative impacts if they arise. The concept of "fair share" is also surfacing in discussions about appropriate zoning for different areas. Further discussion on the issue is expected as part of the General Plan Revision process.

The problem of homelessness is a regional one and each city within the region needs to do its "fair share". Some, like Berkeley, are doing more than others. The efforts by the City and service providers to convince others to do more, to coordinate programs, and jointly to lobby for additional resources need to be continued and even increased in the next five years. A more equitable distribution might also reduce neighborhood opposition.

### **3. Housing Affordability**

Homelessness is the visible "tip of the iceberg" of the housing crisis. Many Berkeley residents pay too much (over 30% of their income) for housing, live in overcrowded and otherwise poor conditions, and some are forced to move out of the city. Through rent control, Berkeley has been able to keep rental prices from rising as fast as in nearby communities. On the other hand, because Berkeley continues to have a population with overall income well below the median for the region, housing affordability is still a major issue. Depending on which source is used, and the measure of affordability, from one-third to one-half of the City's households (owners and renters) are paying too much for their housing costs.

Generally, low income renters and recent homebuyers are the ones who are most negatively affected by the portion of their income they must spend on housing. Minorities, single-heads-of-households with children, larger households, the disabled, and the elderly are the most impacted. The loss of housing affordability endangers the City's primary goal of maintaining its social, economic, and ethnic diversity as these groups may be forced out and replaced by those with higher incomes. Innovative housing design of both existing housing and new housing which serve special population groups such as shared housing, cohousing limited-equity cooperatives, and other community oriented housing innovations will be important in enhancing affordability.



#### **4. Conversion of Rental Units**

High home prices are leading to the conversion of rental units to owner-occupancy by making the sale of rental units to property owners more profitable than holding them for rental income. Based on data from a survey of residents, City staff estimates that approximately 4,500 rental units have been converted to homeownership in the last decade. That data suggests that half of those converted are single-family units and the remaining ones are primarily in buildings with two to four units.

The increased use of joint homeownership through tenants-in-common arrangements presents a policy dilemma for the City. While this type of homeownership is affordable to moderate income persons who otherwise could not buy housing in Berkeley, it has resulted in a loss of rental housing potentially available to very low and low income people, and students.

#### **5. Loss of Low and Moderate Income Households (Gentrification)**

"Gentrification" is a term used for a process by which low income as well as moderate income households are replaced by higher income ones. This process, noted in the 1985 Housing Element, is still continuing. An indication of the level of the gentrification phenomenon is in the City's changing tenure pattern. Given the high housing costs, only the higher income households can afford to become owners. While in most of the state, the cost of home ownership has increased the number of tenant households, in Berkeley the reverse is occurring. A 1989 demographics survey indicates that the tenants-to-owners ratio is now 52%-48%, whereas the 1980 Census showed that ratio to be 62% tenants and 38% owners. Conversion of affordable rental housing to homeownership is displacing low income households.

For moderate and middle income households, the inability to purchase housing in Berkeley is the main factor fueling the "gentrification" process as moderate income households move to other localities where homeprice are lower and are replaced by high income ones. The American dream of homeownership became even more tenuous during the 1985-90 period as median housing prices increased at a much greater rate than household income. The average home value in Berkeley in 1988 was \$250,000, making housing purchase affordable only to 10% of the population, and prices have gone up since then. Even the least expensive houses cost \$100,000, and with favorable financing would require a \$32,000 annual family income. Loss of moderate income households is a serious problem because this group keeps the City from gradually becoming polarized until only low income and high income people live in Berkeley. The gentrification process may also be contributing to the loss of Black households in the City.

Assistance to moderate income households may be necessary to achieve the goal of maintaining a diversity of a whole range of income groups. City assisted projects such the West Berkeley "D & E"



Project, which involved rehabilitating vacant units and selling them to low and moderate income households with affordability resale restrictions, and limited equity cooperatives exemplify the type of programs the City could undertake to allow homeownership opportunities for low and moderate income households and still retain the other City goal of ensuring long-term affordability in units assisted. However, the cost of such programs is high. Assistance to moderate income households must also be weighed against the needs of lower income groups.

## **6. Maintaining the City's Housing Stock**

Because Berkeley is a built-up City with strong demolition controls, maintenance of the existing housing stock is the primary means by which the City can meet its housing needs. Housing rehabilitation and conservation programs are a crucial element of the City's housing policy. Factors such as an aging housing stock (half of all housing units in the city were built before 1940), shoddy construction during the 1950s, inability of owners to get rehabilitation financing, drug-related problems affecting maintenance, and other maintenance problems all contribute to making housing conservation and maintenance programs a must in the City.

The 1989 earthquake has emphasized the need to do seismic retrofitting of unreinforced masonry residential buildings and other housing which was built before adequate seismic standards were required. While an ordinance has been adopted for retrofitting of larger buildings, research, planning, and program development and funding is needed to increase the earthquake safety of single family (one to four units) housing.

The focus of rehabilitation programs in the next five years will continue to be on rental properties, with special attention being given to vacant SRO (Single Room Occupancy) hotels. The City is also beginning to participate in programs aimed at rehabilitation of homeownership units damaged by the earthquake as well as with other code violations. State monies are now available for both rental and ownership units. Bringing individual vacant units within generally occupied rental buildings back into occupancy will be an area of exploration in the coming years. Initial research indicates that the potential number of units being left vacant is significant. Further analysis is needed to determine the nature and extent of the vacant unit phenomenon and develop appropriate programs.

A prominent maintenance issue regarding rental property has been that of how to deal with rental properties whose owners, because of low rents, are unable or unwilling to obtain financing to make repairs necessary to bring properties into code compliance. Under the current rent regulations, owners can be authorized, by petitioning and receiving Rent Board approval through the Individual Rent Adjustment (IRA) process, to pass-through reasonable costs, including financing, over the lifetime of the improvements. However, owners complain that the process is complicated and difficult



to use. The Rent Board is reviewing alternatives to simplify the process of getting increases for improvements. The Board is also holding hearings on the related issue of providing relief for "historically low rent" units, units which, at the time that rent control went into effect, had rents below a break-even level. The Board must perform a careful balancing act between maintenance of units and their affordability.

## **7. New Housing Construction**

Although conservation of the on existing housing stock is the primary way for the City to meet its housing needs, a certain amount of new housing is also needed. The present vacant and underutilized land, as well as the present zoning designations are such that the City of Berkeley can meet its new housing needs as determined by ABAG. Most of the new multi-unit construction will be in-fill, in areas zoned residential or commercial. The City will need to consider what types of incentives it can offer to have the private market develop housing that enhances affordability, livability, open space, privacy, low automobile usage, creative neighborhood design and provides environmental safeguards for adjoining single family areas. Mixed commercial-residential uses are encouraged in commercial corridors, as are live/work arrangements in manufacturing areas in West Berkeley, as long as there are no health hazards. Second units are expected to continue being a good source of affordable new housing units.

The City's main area of involvement will be to meet the low/moderate income housing goals; the other housing needs can be accommodated by the University of California and by the private sector. Berkeley's share of regional housing need is 1714 new units for the period 1988-95. Private development is expected to produce approximately 750 units, the University 865 units (equivalent to 1730 beds), and the City 100 units. Many of these units (839) have already been approved for construction and can be counted as part of the total 1714 need figure. Of those, 300 units are in private for-profit developments, 59 are non-profit city-assisted projects, and 480 are University student housing. Whether additional units will be built, however, depends on the interplay between opportunities and constraints faced.

City regulations require discretionary review of any type of new housing development, including single-family housing. The pattern in the last five years has been that of neighborhood opposition to virtually all new housing proposed. This has discouraged new housing, caused delays and increased housing costs. A major reason for such opposition is the concern with increased density and its affect on the positive features that give Berkeley its unique character. Housing proponents, including environmentally concerned groups, however, have noted that problems associated with density are often attributable to other factors such as commercial developments, employment and transportation patterns, parking and circulation problems, problems of design, and problems of poverty rather than new housing additions.



Issues to be resolved in creation of new housing include: Should it be concentrated or dispersed? What types of income mix are desirable and possible? Can the higher density level needed to economically allow the creation of low income housing also accommodate quality housing standards and minimize negative impacts? Can new housing be developed that complies with the concern of a "fair share" for each neighborhood? How can multi-family housing be incorporated with open space needs?

## **8. University of California (U.C.) Development**

U.C. Berkeley is an integral part of Berkeley's identity. Any housing solution in Berkeley must take into consideration the role played by that institution. Having students, as well as faculty and University employees, live close to campus is desirable in terms of the human and cultural resources that the U.C. population brings to the City. The residence of that population in the same locality where they work or study helps the City achieve a jobs/housing balance and reduces traffic and transportation problems associated with commuting. The possibility for students and university affiliated persons to live in Berkeley is becoming increasingly difficult. That population is also negatively affected by the factors that make housing availability and affordability so difficult for much of the rest of Berkeley's population. Despite creation of additional student beds by the University, the total number of U.C. students living in Berkeley has declined by over 3,000 over the past ten years due to decrease in rental housing in the private market. Homeownership opportunities are beyond the reach of many of new faculty and U.C. employees. High costs of new development have made it extremely difficult for the University to build new housing and present state policy which prohibits state subsidies for university housing development.

In general, the City is favorable to the additional student housing developments proposed in the University's 1990 Long Range Development Plan. It recognizes the need for student housing and the importance that such housing has in helping to meet the City's goals relating to meeting its new housing needs and developing housing that is environmentally sound. The City has some specific objections to the University's proposal of building some projects at a higher number of stories than is allowed under City zoning regulations.

## **9. Regional Issues**

Berkeley is not an island; it is increasingly evident that it is directly affected by outside forces. On the regional level, housing/jobs/transportation and their interaction are the major issues facing us in the coming five years. The level and kind of economic development desirable is a particularly difficult planning issue, but one which needs to be addressed. Existing problems of homelessness, housing affordability and conservation of the natural environment go beyond local boundaries and can only be resolved on a regional level. If regional planning and cooperation to resolve housing problems are not



undertaken voluntarily, they may eventually be state-mandated, with a corresponding loss of local control. Berkeley is fortunate to be a center for organizations advocating innovative environmental, housing, social, and alternative transportation solutions that are regional in scope. The participation of the private sector and its cooperation with the City will not only benefit the City but can provide useful models for other localities as well.

Berkeley has done well in meeting its share of regional new housing needs. Other cities have not. According to a recent report prepared by the California Coalition for Rural housing, nearly one quarter of California communities are producing no low-income housing at all and statewide only 16% of the needed new affordable housing has been produced. Worse, it is likely that a greater percentage of existing affordable housing has been lost due to uncontrolled rent increases. Meeting the projected additional need, however, also poses a strong environmental dilemma of how to meet that need without impinging upon valuable farmland and open space. Berkeley voters in 1988 approved an initiative requiring voter approval before public land is utilized for any purpose other than open space. According to a report issued by the Greenbelt Alliance (Bay Area Greenbelt at Risk 8/89), there are 405,000 open space acres in the greater Bay Area at imminent risk of being converted to housing. If those are converted at a low density of 4.0 units/acre, then in twenty-five years 800,000 housing units would be created. Moderate density development of 8 units/acre would cut in half the amount of land needed for the same number of units.

In Berkeley, recent demographic data indicate a large percentage of single person households and two-person households (average household size 2.2 persons). Housing with small units makes sense in terms of household size and also in terms of household income, which is considerably lower in Berkeley than the rest of the Bay Area. However, the City also needs some larger-sized units to provide for the needs of large families. Larger units may also be useful for sharing arrangements for single individuals, single-heads-of-households, elderly, or others with special needs. House sharing can ensure efficient use of housing resources, efficient provision of social services, and encourage mutual aid. Shared housing works best when designed to balance the need for privacy and for common areas. Innovations in this direction are expected to come from private organizations. The City will examine what type of incentives it can provide to encourage housing that meets individual needs and is environmentally sound.

Berkeley acknowledges the importance of reaching a regional jobs/housing balance, which is viewed by ABAG as necessary to stop the pollution and loss of human and other resources. Berkeley comes close to reaching a housing/jobs balance with a ratio of 1.1 jobs to household. However, numerical balance alone is not sufficient to eliminate traffic congestion and pollution. More needs to be done. A recent residents survey indicates that over half of the Berkeley population works elsewhere and over half of those that work continue to drive to work alone.



## **E. Conclusion**

The City faces an enormous housing challenge in the next five years. The revised Goals and Policies reflect the need to coordinate housing policies with other policies in the City and with a wide range of social services. The City must work to ensure that all interests are represented and attempt to develop participatory mechanisms that reach a balance between individual and neighborhood interests and the general needs of the City.

It is clear that to achieve the City's housing goals coordination and cooperation is necessary between government agencies at all levels and between government, community organizations and the private sector. Finally, careful redirection of the nation's resources towards a productive peacetime economy is needed to generate the types of services and jobs required to reverse the present negative housing trends.



**SECTION II**  
**1990-95 HOUSING GOALS AND POLICIES**







## **Summary of Goals and Policies**

### **Goal 1      Housing Affordability**

- Policy 1.10    Review program standards
- Policy 1.11    Coordinate private and public actions
- Policy 1.12    Support policies which insure maximum flow of housing assistance
- Policy 1.13    Seek reasonable rate financing for low and moderate income housing
- Policy 1.14    Prioritize housing programs to maintain population diversity
- Policy 1.15    Encourage a mix of income ranges in new housing developments
- Policy 1.16    Support actions that increase long-term affordable housing
- Policy 1.17    Protect tenants from large rent increases and unjust evictions
- Policy 1.18    Educate and protect renters in exercise of their rights.
- Policy 1.19    As a first priority, maintain and expand supply of rental units
- Policy 1.20    Encourage the non-profit sector to create/maintain long-term affordable housing
- Policy 1.21    Support activities that will expand home ownership opportunities
- Policy 1.22    Increase the number of low and moderate income households receiving housing assistance
- Policy 1.23    Avoid displacement due to government action
- Policy 1.24    Minimize hardship resulting from temporary relocation due to government or private action
- Policy 1.25    Integrate energy conservation measures in housing programs

### **Goal 2      Maintenance of Existing Housing**

- Policy 2.10    Institute voluntary housing rehab programs
- Policy 2.11    Coordinate flexible code enforcement program
- Policy 2.12    Prevent housing loss because of demolition, conversion, or vacancy
- Policy 2.13    Undertake activities to reduce damages that can be caused by earthquakes
- Policy 2.14    Encourage shared housing and second units
- Policy 2.15    Encourage preservation of landmark buildings
- Policy 2.16    Carry out programs consistent with historic preservation
- Policy 2.17    Preserve, improve, and expand residential hotel rooms and other single room occupancy (SRO) accommodations
- Policy 2.18    Improve the energy efficiency of existing housing
- Policy 2.19    Encourage mutual self-help activities which further housing and community maintenance.

### **Goal 3      Expansion of the Housing Supply**

- Policy 3.10    Encourage the development of low and moderate income housing
- Policy 3.11    Employ state/federal programs to stimulate new low/moderate income housing
- Policy 3.12    Stimulate developments which combine residential/commercial usage



- Policy 3.13 Encourage new housing on vacant or suitable public land
- Policy 3.14 Encourage replacement of housing lost through conversion, deterioration, or public action
- Policy 3.15 Encourage conversion back to housing of residential buildings now used for other purposes
- Policy 3.16 Facilitate creation of live/work units
- Policy 3.17 Make more efficient use of existing residential properties

#### **Goal 4 Special Needs**

- Policy 4.10 Seek solutions to the problems of the homeless with the end goal of providing permanent housing
- Policy 4.11 Support activities that provide affordable and suitable housing for single heads-of-households with children
- Policy 4.12 Support activities which allow minorities, especially Black families to obtain and/or maintain housing in Berkeley
- Policy 4.13 Support activities which allow elderly or disabled to remain in their home
- Policy 4.14 Encourage adequate supply of housing for the elderly and disabled

#### **Goal 5 Relationship with University and other Institutions**

- Policy 5.10 Urge University to limit student enrollment to 29,450
- Policy 5.11 Urge development of housing in accordance with City policy and regulations
- Policy 5.12 Work with U.C. Berkeley to address housing issues of mutual concern
- Policy 5.13 Support development that will not take land off tax rolls or seek compensation if it does
- Policy 5.14 Support University-related housing that avoids displacement of existing residents
- Policy 5.15 Support appropriately located and affordable student housing at the level contained in the University's Long Range Development Plan
- Policy 5.16 Encourage the University to maintain residential buildings for housing
- Policy 5.17 Urge the University to involve the community in its planning for University-related housing

#### **Goal 6 Fair Housing**

- Policy 6.10 Actively implement federal, state, and local fair housing laws
- Policy 6.11 Allocate housing assistance on a non-discriminatory basis
- Policy 6.12 Prevent "red-lining"
- Policy 6.13 Inform the community about fair housing laws
- Policy 6.14 Act to integrate the community by encouraging low and moderate income housing in all residential projects receiving government assistance

#### **Goal 7 Regional Cooperation**

- Policy 7.10 Cooperate regionally to increase and equitably distribute housing resources



- Policy 7.11 Promote the concept of regional "fair share" in eliminating housing problems
- Policy 7.12 Promote cooperation to achieve housing/jobs balance
- Policy 7.13 Endorse the "greenbelt concept"

**Goal 8 Public Participation**

- Policy 8.10 Encourage neighborhood residents and community organizations in planning
- Policy 8.11 Enlarge and strengthen the role of public participation mechanisms to make them more effective
- Policy 8.12 Use the public participation process to better understand community needs

**Goal 9 Future Housing Element Revision**

The Housing Element Should be revised during the General Plan Revision







## **Summary of Revisions to the 1985 Housing Element Goals and Policies**

### **Goal 1 - Affordability**

Addition that shelter is a basic human need and human right.

#### **Policy**

- 1.14 Strengthened the policy on maintenance of Berkeley's diversity.
- 1.16 Strengthen wording on creation of long-term affordability.
- 1.17 Added need for greater coordination between Rent Board and the City.
- 1.20 \*Added new policy to encourage non-profits
- 1.21 to expanding homeownership opportunities added that such should not be at the expense of tenants.
- 1.23 \*Added more detail to anti-displacement policy
- 1.24 New policy added to minimize hardships when relocations occur.

### **Goal 2 - Maintenance of Existing Housing**

#### **Policy**

- 2.13 \*Added policy to ensuring earthquake safety
- 2.14 Strengthened language on second units as a desirable form of new housing
- 2.15 Strengthened language on energy conservation measures.

### **Goal 3 - Expansion of Housing Supply**

Revised language to ensure state law is met & new housing is consistent with City's other land use goals.

#### **Policy**

- 3.10 Added language to describe implementation programs on provision of low & moderate income housing.
- 3.12 Strengthened the language on desirability of mixed use projects.
- 3.18 \* Added policy to encourage the expansion of a housing constituency.

### **Goal 4 - Special Needs**

#### **Policy**

- 4.10 The homeless have been moved to first place as a group w/ special needs and the language strengthened to reflect the dire need in this area.
- 4.11 - Single heads-of-household have been singled out from rest of families as having special needs.
- 4.12 \* Revisions have been made to add maintenance of other minorities in addition to black families as a policy.
- 4.14 Policy towards handicapped tightened to ensure that primarily Berkeley handicapped benefit from our housing programs. In past, some of our new



units benefitted other cities' residents because there were no households of the appropriate size within Berkeley for the new units created.

#### **Goal 5 - Housing Demands Generated by University**

Added text to emphasize City/University cooperation on University housing.

##### **Policy**

5.10 Changed acceptable student enrollment limit to be in keeping with current City policy.

5.11 Added language on emphasizing University compliance with 1988 Public Agency Accountability Measure.

5.12 \*New policy on areas of City/University cooperation.

5.14 Added to support student housing contained in the U.C. Long Range Development Plan

#### **Goal 6 - Fair Housing**

\*This sections contains major revisions to reflect changes in Fair Housing Law as well as to strengthen the language on implementation activities to promote fair housing.

#### **Goal 7 - Promotion of Regional Cooperation**

\*This is a completely new section which reflects the current recognition of the need for such cooperation to address effectively housing problems.

#### **Goal 8 - Public Participation**

\*Language more focused on mechanisms to help ensure participation. A new policy added to recognize the need for communications between affected groups to help arrive at solutions that have a general benefit.

#### **Goal 9 - Housing Element Revision**

\*Goal added to highlight that future changes are expected to the Housing Element as part of the General Plan revision process

\* New goal or policy added which is in keeping with current practice.



## **HOUSING AFFORDABILITY**

**GOAL 1:** BERKELEY RESIDENTS SHOULD HAVE ACCESS TO DECENT HOUSING AT A RANGE OF PRICES THEY CAN AFFORD IN PLEASANT NEIGHBORHOODS THAT MEET STANDARDS OF QUALITY.

Shelter is a basic human need. Shelter is a basic human right. The Housing Goal established by Congress in the 1949 Housing Act and reaffirmed by the 1974 Housing and Community Development Act was that people have "a right to a decent home and a suitable living environment." Implicit in this goal is the concept of an affordable price, i.e., that an adequate supply of affordable housing should be made available. To the extent possible, the City should help ensure that all its residents have housing, take actions to maintain availability and affordability of housing and help upgrade housing quality to enable Berkeley residents and their children to continue to live here if they so desire.

To the extent possible, efforts to provide shelter and maintain and upgrade the quality of housing should not displace or impose financial hardships on occupants. Berkeley's housing programs seek to improve the living conditions of its residents without pricing them out of the market.

### **Policy 1.10**

Establish and continuously review standards of adequacy for all housing, wherever located and for whomever available, including safety, sanitation, space, energy conservation, and other amenities.

This policy mandates a continuing review of standards (including the Zoning Ordinance, Building Code, Housing Code, Landmarks Preservation Ordinance, Residential Energy Conservation Ordinance, and State Residential Energy Conservation Building Standards) with revision from time to time as appropriate.

### **Policy 1.11**

Coordinate government and private action to produce living environments which offer residents safety, amenities and reasonable access to transportation, services and recreation.

The environment in which a housing unit is located determines its adequacy as much as the physical condition of the unit. Safety, privacy and healthful surroundings are common goals for all Berkeley residents and can be met by a variety of housing styles, types, and neighborhoods.



**Policy 1.12**

Individually and together with other government bodies (city, county, regional and state) support those policies at all levels of government which will insure the maximum flow of housing assistance to meet Berkeley needs.

The City, in conjunction with other government bodies, should aggressively seek state and federal funds to assist residents and to stimulate affordable neighborhood improvements, rehabilitation and new units.

**Policy 1.13**

In order to contribute to housing adequacy through conservation of existing housing and development of additional housing as needed, seek reasonable rate financing from public and private sources, for low and moderate income housing.

High interest rates and shortages of loan funds inhibit the ability of the market to rehabilitate existing units and develop new housing. The City should attempt to help provide financing at below-market rates for rehabilitation as well as for adding affordable units to the housing stock.

**Policy 1.14**

Prioritize housing programs so as to maintain the diversity of Berkeley's population.

The Diversity of its population is a major contribution to the uniqueness of Berkeley, yet there are market forces that are threatening that diversity by driving out the low and moderate income household in our City. The City should actively pursue a housing policy aimed at diversity maintenance in all its housing programs. Resource allocation should explicitly consider population groups being squeezed out by market forces.

**Policy 1.15**

Encourage a mix of units affordable by households from a range of income levels, particularly low and moderate incomes in private new housing developments through such methods as inclusionary zoning requirements, density bonuses and other incentives.

Existence of diversity on a building by building level is important for maintaining healthy neighborhoods, and increasing the public benefits from development of the diminishing vacant and underutilized land in the City.

**Policy 1.16**

Whenever possible, carry out and support actions that increase the long-term affordable housing stock and ensure that any housing which receives any public subsidy or assistance, whether



originated by local, state or federal agencies, shall provide long term affordability to low and moderate income households to the maximum extent feasible.

Work with the private sector, especially non-profit developers to encourage the creation of additional long-term affordable units as well as the continuation of the affordability of existing units through such mechanisms as limited equity housing cooperatives or non-profit ownership.

**Policy 1.17**

Continue to protect tenants from large rent increases and arbitrary eviction by supporting the Rent Stabilization and Good Cause for Eviction Ordinance, the housing program primarily responsible for maintaining affordable housing in Berkeley.

The City will continue to provide appropriate support and to work with the Elected Rent Stabilization Board to ensure coordination with other City policies and programs, to promote equitable and effective implementation, to dispense accurate information on the program's impact on affordable housing, and to oppose state and federal threats to local rent control.

**Policy 1.18**

Educate and protect renters in the exercise of their rights as residential tenants.

The City needs to take direct actions to ensure that residents know what their rights are and how they can be exercised.

**Policy 1.19**

As a first priority, take actions necessary to maintain and expand the supply of rental units to meet the needs of low and moderate income residents best served by rental housing.

Most of Berkeley's residents -- by choice or necessity -- rent. Current costs for land, construction and financing may prevent the construction of unassisted moderately priced rental housing projects. As long as this situation persists, Berkeley must act to prevent further loss of existing rental units unless long term affordability can be guaranteed. The City should support opportunities for expansion of the supply of long-term affordable units by assisting private developers, or if necessary, participating in joint ventures, or acting as developer.

**Policy 1.20**

Act to encourage the non-profit sector to create/maintain long-term affordable housing for low and moderate income households.

It is increasingly difficult for the affordable housing to be developed by the private for-profit sector. Such housing can generally only be built by non-profit organizations receiving some government



assistance. The City should take actions that strengthen the non-profit housing sector and provide necessary assistance and technical support to non-profit non-profit developers with feasible and cost effective projects. The City should encourage acquisition and rehabilitation of existing units of buildings by non-profits as a way to better ensure long-term affordability and building maintenance.

**Policy 1.21**

Support activities that will expand opportunities for home ownership, especially for low and moderate income households, and which do not negatively effect the tenant population.

Both the City and its residents benefit from owner-occupancy. Berkeley should undertake actions which stimulate home ownership. Owner-occupancy offers the resident advantages such as property tax exemption on the first \$7,000 of market value, income tax deductions for taxes and interest, and freedom to manage housing to meet individual needs. For this reason, the City supports new construction of cooperatives and condominiums for those otherwise excluded from ownership. It also supports conversion of existing rental units to limited equity cooperatives or other systems which keep ownership units affordable to future owners. When conversion is considered, procedures should provide current residents with participation in the conversion decisions and opportunities for unit ownership. The City and its neighborhoods benefit through increased stability likely to result from home ownership.

**Policy 1.22**

Help to make housing available in a range of prices and rents by seeking to increase the number of low and moderate income households receiving assistance (in subsidy or other form) so that all income groups will have reasonable access to affordable housing.

Subsidies which make up the difference between the market costs for a suitable place to live and what a household can afford are the most direct means for filling the gap between costs and ability to pay. For renters, the City should act to expand the number of persons receiving Section 8 subsidies and encourage other types of subsidy programs. For homeowners, the City should encourage programs such as those which provide tax incentives and write-offs, and programs which provide below market financing. For landlords, encourage participation in the Section 8 program throughout the entire city.

**Policy 1.23**

Avoid displacement of Berkeley residents due to government action whenever possible and discourage displacement by private action.

In addition to the emotional and economic hardship to the individual, displacement constitutes a threat to the City's goal of diversity maintenance and should be used only as a last resort measure in programs receiving government assistance. To avoid displacement, existing residents should be



given the right-of-first refusal to reside in new housing projects requiring demolition or rehabilitation of their existing units. The City shall coordinate all relocation related activities through the Central Relocation Agency and implement the Federal Uniform Relocation Act and state and local relocation laws and take other actions to minimize hardships that may result from unavoidable displacement. For residents displaced by government action who qualify, allow immediate inclusion in the Section 8 program waiting list.

**Policy 1.24**

Help minimize hardship resulting from temporary relocation resulting from government or private action.

Provide relocation payments and services where households are required to move out temporarily as a result of rehabilitation receiving government assistance. Review and update if necessary the City's Ordinance on relocation due to code compliance activities; provide information about the ordinance and offer other assistance as possible.

**Policy 1.25**

Integrate energy conservation measures in local government ordinances and housing assistance programs. Strengthen enforcement of the State's residential energy conservation and renewable energy building standards (with possible stronger local standards) and encourage use of energy conserving appliances and lighting systems.

Since energy costs have risen so steeply and traditional energy supplies are decreasing, reduced energy usage is critical to maintenance of affordable housing and preservation of valuable non-renewable resources. Conservation measures, solar energy use, and related innovations systems should be important features in the construction, rehabilitation and redevelopment of housing.



## **MAINTENANCE OF EXISTING HOUSING**

### **GOAL 2: EXISTING HOUSING SHOULD BE MAINTAINED, IMPROVED, AND FULLY UTILIZED**

The wood frame construction that makes up most of Berkeley's housing provides identity and charm to the City as well as affordable housing and can last indefinitely if properly maintained. The housing is aging, however, and much is in need of repair. If neglected, an increasing number of homes will become dilapidated presenting hazards to those who live in them and blighting the neighborhoods in which they occur. Maintenance and rehabilitation is usually less costly than replacement and contributes to community stability.

#### **Policy 2.10**

Institute a program of voluntary housing conservation, including technical and financial assistance to eligible owners, to improve existing housing and keep it within the financial means of residents. Control rent increases and maintain occupancy by low and moderate income households in housing receiving City financial assistance.

Although primary reliance will be upon private action and financing, Berkeley recognizes housing conservation as a municipal function. Effective housing conservation requires the coordination of private action, public improvements, financial assistance for lower income households, relocation assistance and flexibility in administration of such programs. Berkeley's housing programs should conserve the City's sound housing by minimizing inconvenience and financial hardships on owners and occupants when repairs are required.

#### **Policy 2.11**

Coordinate a program of flexible code enforcement with adequate assistance programs to insure that housing meets health and safety standards without producing undue hardships for residents.

The purpose of code enforcement is to help ensure the public health and safety and prevent housing from falling into disrepair. Repair of hazardous conditions is mandatory. In non-hazardous situations, repairs will be made in accordance with standards prescribed to achieve code compliance. To minimize inconvenience and financial hardships to owners and tenants, whenever possible, code enforcement is to be coordinated with financial assistance programs. Housing Code enforcement should be carried out to maintain the stock of low-priced housing to the extent possible.

#### **Policy 2.12**

Prevent loss of housing through demolition, conversion to other use, long-term vacancy, arson, vandalism or malicious mischief and take actions to return vacant housing to residential use.



Deteriorating and vacant properties have a blighting influence on a neighborhood and can even adversely affect the long-term possibility of building replacement housing on a site. A comprehensive program is needed to control these problems and to rehabilitate unused housing for new occupants. The City should be prepared to respond promptly to information that a building is being abandoned and/or vandalized. The City should allow demolition or conversions only to make way for approved replacement housing, to remove a public hazard or to serve an overriding public purpose that can be met in no other way.

**Policy 2.13**

Provide for public safety by requiring, encouraging, and undertaking seismic safety activities to help reduce the human suffering and property damage that can be caused by earthquakes.

Develop and implement an earthquake safety program that includes public-private cooperation to allow repair of the damages caused by the October 1989 earthquake and to ensure that the unreinforced masonry buildings are brought up to earthquake safety standards. Make adjustments to existing zoning and code requirements to encourage owners to upgrade buildings to save as many lives as possible in the event of an earthquake. Work with other localities to lobby for additional state and federal resources and where appropriate coordinate earthquake prevention activities on a regional basis to make better utilization of local resources.

**Policy 2.14**

Where consistent with established standards and compatible with adjacent neighborhood environments encourage more intensive utilization of existing housing stock by promoting shared housing opportunities and creation of second units and additional smaller rental units on presently developed residential lots.

Better utilization of space is crucial in meeting the general needs of the City and the individual needs of its residents. The City should encourage shared and co-housing arrangements and in-fill new construction which makes efficient use of space. Zoning and Housing Codes should be reviewed to determine when revisions may be needed to encourage such housing.

**Policy 2.15**

Encourage the preservation and use of residential buildings of architectural, cultural, educational, and historic significance. Whenever possible, without producing undue hardships for residents and for owners, employ State and Federal programs to stimulate restoration of significant housing structures.

Berkeley has many unique historical and aesthetic structures and areas. To build on Landmarks Preservation Ordinance and the work of the Landmarks Preservation Commission, Berkeley should refine methods to protect this heritage.



**Policy 2.16**

Carry out housing programs in a manner consistent with the interest of historic preservation. Design rehabilitation and code enforcement programs so that the integrity of significant structures is not inadvertently damaged. Provide that new housing in historic areas should be compatible with historic structures.

**Policy 2.17**

Preserve, improve, and expand the supply of residential hotel rooms and other single room occupancy (SRO) accommodations that provide low cost permanent housing.

Residential hotel rooms and other SRO accommodations are a valuable resource in meeting the needs of many of the very low income residents of the City and help to reduce homelessness. To ensure their continued availability, the City should take actions to bring back into the market vacant SRO's, implement the Hotel Non-Conversion Ordinance, and undertake code enforcement and other activities that will help guarantee habitability and affordability of this type of housing. Where these goals cannot be achieved by "for profit" owners, encourage ownership and management by non-profit organizations. Provide support for, and facilitate the creation of additional SRO's.

**Policy 2.18**

Improve the energy efficiency of existing homes and apartments.

Education and assistance programs can expand the number of units benefiting from improvements in energy efficiency. Continue the City's Weatherization Program, and ensure that rehabilitation and new construction programs assisted by the City incorporate energy efficient measure in their plans. Eliminate impediments to energy efficiency in building and housing codes and the Zoning Ordinance. Lobby for tax incentives or programs at the State level that encourage efficient use of energy.

**Policy 2.19**

Encourage mutual self-help activities which further housing and community maintenance and which increase the ability of residents to manage their housing economically.

The City shall undertake programs to encourage residents individually and in cooperation with each other to repair and maintain their properties so as to minimize the cost of housing conservation.



## **EXPANSION OF THE HOUSING SUPPLY**

**GOAL 3:** NEW HOUSING SHOULD BE DEVELOPED, IN ACCORDANCE WITH DENSITY AND ENVIRONMENTAL STANDARDS, TO EXPAND HOUSING OPPORTUNITIES IN BERKELEY.

New housing is necessary to meet the needs of current and future Berkeley residents and to replace demolished units. The City should help ensure that new housing development is of the appropriate level, design, and space utilization to be consistent with, and best complement the City's other housing and land use goals.

### **Policy 3.10**

Encourage the development of housing for low and moderate income households.

Assist non-profit developers to undertake new housing projects which guarantee long-term affordability. Consider new ways to best utilize existing resources and to increase resources for development of low and moderate income housing. In private "for-profit" developments, implement the City's Inclusionary Zoning Ordinance and provide required density bonuses and other incentives to developers of low income housing. Work closely with private developers to determine what particular combination of density bonuses or development cost reductions can best meet both the developer's and the City's needs.

### **Policy 3.11**

Wherever feasible, employ state/federal programs and pursue innovative ways to stimulate the development of new housing for rent or sale to low and moderate income households.

Development of new housing for low income households depends, to a large extent, on state and federal assistance. Actively pursue available federal and state subsidies and programs, and lobby for the creation of additional subsidies and programs when they are not available.

### **Policy 3.12**

Stimulate developments which combine residential with commercial uses in appropriate commercial locations serviced by adequate public transportation.

Mixed use development of currently vacant or underutilized commercial sites can make significant additions to the housing stock, help the City meet its new housing goals, provide affordable housing, use space efficiently, and help revitalize commercial centers. The City should examine zoning changes to encourage mixed use development in those areas where it would be able to take advantage of public transportation and other amenities.



**Policy 3.13**

Encourage the development of new housing on vacant or otherwise suitable land owned by public agencies, consistent with open space needs.

Berkeley has few sites suitable for developing housing at reasonable costs. Of those that do exist, many are owned by public agencies such as the University of California, the Unified School District, and the City of Berkeley. While making provision for needed open space, planning for such sites should give careful consideration to the inclusion of appropriate new residential development. The City should coordinate with these agencies to ensure that new residential developments are consistent with the City's housing goals and policies.

**Policy 3.14**

Encourage the replacement of housing lost through deterioration, conversion to other use, or as a result of public action.

In spite of all efforts to conserve housing, there will continue to be instances where the replacement of housing is more economical than conservation. The City should ensure that all lost housing is replaced, and that to the extent possible the original number of low and moderate income units are maintained. In order to avoid a loss of units and to maintain neighborhood continuity the City should consider allowing the original number of units to be rebuilt when a building is demolished in areas where the number of allowable units have been reduced from the time the building was constructed.

**Policy 3.15**

Encourage conversion back to housing of those residential buildings now used for other purposes.

Existing structures often provide opportunities to increase the supply of affordable housing.

**Policy 3.16**

Facilitate the creation of live/work occupancies for artists and others who benefit from such housing.

This type of housing is the most economical and functional for certain individuals and should be encouraged in appropriate structures and locations. Location of live/work units should consider environmental safety and minimize conflicts with other uses.

**Policy 3.17**

Make more efficient use of existing residential properties to provide additional housing.

Many residential properties have potential for additions, modifications, shared housing, co-housing



conversion of parties to a single family home to create an independent living unit or other adaptations to meet changing household composition without having a detrimental impact on existing neighborhood character. These opportunities represent a resource for meeting housing needs economically. The City should work with groups interested in such housing and facilitate it.



## **SPECIAL NEEDS**

### **GOAL 4: BERKELEY SHOULD HAVE AN ADEQUATE SUPPLY OF HOUSING THROUGHOUT THE CITY FOR PEOPLE WITH SPECIAL NEEDS.**

The City should undertake programs to assure that people whose needs are more difficult and expensive to meet can find affordable housing and to assist the increasing number of people who are homeless or at risk of becoming homeless.

The housing needs of special groups are intertwined with needs for other social services. The City should undertake programs which coordinate provision of affordable housing with those other needs. The City should seek to ensure that programs providing emergency, transitional, and supportive services to the homeless are able to secure appropriate sites within the city.

#### **Policy 4.10**

Seek solutions to the problems of homeless individuals and families with the end goal of providing permanent housing.

The problem of homelessness is national in scope and has reached unacceptable proportions. The City should strongly advocate additional federal and state funding. The City should continue supporting social service agencies providing emergency shelters, transitional housing in coordination with the service needs of the homeless. The City should advocate that each area within the region provide a fair share of assistance to the homeless.

The ultimate goal of providing permanent housing for the homeless should be an integral part of all housing programs. The City should work with the community to deal with the real and perceived problems of emergency and transitional housing and make it more acceptable to the surrounding community, as well as eliminate technical difficulties to such housing. The City should investigate the feasibility of adopting a site-by-right ordinance or overlay zoning classification for shelters to ensure that these essential homeless services can be stabilized and maintained in the city. At the same time, the City should ensure that such programs will be well run, responsive to neighborhood concerns and structured in ways that make the programs as compatible as possible with the surrounding community. The City should undertake a yearly survey of the homeless to identify the number as well as the subgroups and coordinate programs to plan to meet their needs.

#### **Policy 4.11**

Support activities that enhance the ability of single heads-of-households with children to have affordable and suitable housing.



Single head-of-households constitute a growing number of households with children. They are more likely than two-parent families to have very low incomes which makes it difficult to find affordable housing, puts them at greater risk of homelessness or of living in over-crowded conditions and are more likely to need of both housing assistance and social services. The City should work to increase the availability of affordable housing and encourage such programs as co-housing, co-operative housing, and shared housing and programs which coordinate housing with other social needs.

**Policy 4.12**

Support activities which enable low and moderate income minorities, especially Black families to obtain and maintain housing in Berkeley.

The loss of low and moderate income minority families constitutes a real threat to the ethnic diversity of Berkeley, a diversity which gives the City its unique character and richness. Demographic data indicates that the loss has been especially evident in the low and moderate income black population. The City should design housing programs and coordinate housing with the employment and social programs needed to help reduce or eliminate the loss of ethnic minorities .

**Policy 4.13**

Support activities that increase the ability of the elderly and the disabled to remain in their home or neighborhood or to locate other suitable housing to rent or purchase.

Many elderly and disabled residents have lived in Berkeley for many years and are an asset to the City. They are often on fixed incomes, which can make it difficult for them to remain in homes and neighborhoods familiar to them. Services can be provided to help them live where they choose, even when they suffer financial and/or physical limitations. A range of residential arrangements is needed to accommodate the varied needs and preferences of the elderly and disabled population.

Berkeley can take an active role to encourage and facilitate intergenerational housing, shared housing, support services and senior housing.

Berkeley has design standards for housing to meet the requirements of the elderly and disabled. Berkeley can inventory the existing supply and encourage builders and remodelers to design units to meet the need.

**Policy 4.14**

Determine the need for housing to serve the elderly and people with disabilities (physical, mental, or emotional), and encourage the provision of an adequate supply to meet the needs.



Berkeley will support shared housing and the establishment of small scale residential care facilities in all residential districts. Small nursing homes, foster homes and halfway houses are needed to provide humane care in residential neighborhoods. Housing for the elderly and the disabled can be expanded through new housing that is accessible, modification of existing units, development of second units in appropriate sites, promotion of shared housing, and improved public transportation.

All new publicly assisted housing developments should include units that are appropriate to the elderly and disabled or handicapped residing in Berkeley.

**Policy 4.15**

Help provide for the housing needs of those with AIDS (Acquired Immune Deficiency Syndrome).

This population has housing needs that require special care and services. The City should with interested non-profits to explore resources available and to help develop new or existing housing to meet the housing needs of this population.

**Policy 4.16**

Include provision of housing for drug-related victims as part of the social service approach aimed at containment and eradication of that problem.

Drug dependency has a negative impact on innocent family members and neighbors of users. The effects include overcrowding, unsafe, and other unsuitable living conditions. As a part of an overall drug containment program, the City should take actions which increase safe, decent, and habitable housing which is available to people victimized by the drug problem.



## **RELATIONSHIP WITH UNIVERSITY AND OTHER INSTITUTIONS**

**GOAL 5:** THE UNIVERSITY AND OTHER INSTITUTIONS SHOULD TAKE RESPONSIBILITY FOR HOUSING DEMANDS THEY GENERATE WHICH CREATE ADDITIONAL PRESSURE ON THE PRIVATE HOUSING MARKET IN ORDER TO AVOID CAUSING OR INCREASING HOUSING PROBLEMS FOR OTHER BERKELEY RESIDENTS. THE CITY WILL WORK WITH THE UNIVERSITY AND OTHER STATE INSTITUTIONS TO CREATE NEW HOUSING AND JOINTLY ADDRESS HOUSING ISSUES THAT AFFECT THEM.

Berkeley expects the University and other large institutions to assume responsibility for housing demand they generate. The City is willing to cooperate with them to solve those housing problems so that both the needs of households related to those institutions as well as the needs of other Berkeley residents are met.

### **Policy 5.10**

Urge the University to permanently limit student enrollment target of 29,450.

The University has a duty and an obligation to provide housing for students both to enhance its educational mission and to relieve the burden on non-students in competing for the limited available housing. In order to do so, the University must reduce its current enrollment of 31,364 students which is substantially above the level planned for by City and the University. In 1988, the U.C. President announced an enrollment target of 29,450 for U.C. Berkeley. The Draft 1989/1990 Draft Long Range Development Plan (LRDP) proposes a reduction in enrollment to 30,000 by the year 2005. The City should encourage the University to reduce that number to be consistent with City objectives.

### **Policy 5.11**

Seek agreement from the University and other institutions that they will develop housing in accordance with City policies and regulations.

This policy has been mandated by the Berkeley voters through passage of the Public Agency Accountability Measure in 1988. This measure states that it shall be the City's policy that all land use plans, development and expansion by public agencies follow City laws, the City's General Plan and Zoning

Ordinance. Berkeley should seek agreement from the Board of Regents and the University, as well as other institutions, that they will adhere to that policy.

### **Policy 5.12**



Work with the University of California to identify and cooperatively address housing issues of concern to both the City and University and to maintain Berkeley's tradition as a community where the majority of students and large numbers of faculty and staff live.

The City and the University should work together to find mutually beneficial solutions to common problems. Areas where cooperative actions or City encouragement can be fruitful include:

- University development of new affordable housing for its students, staff, and faculty, particularly on University-owned sites and in mixed use projects in commercial districts near campus.
- Actions to bring vacant rental units/rooms back into the market.
- Lobbying efforts to convince the State to provide subsidies for student housing.
- Where appropriate, co-sponsorship of University applications of grants/or foundation funding of student housing in areas designated for such in the Long Range Development Plan.
- Exploration of types of incentives the City could offer to make desired University related housing possible.
- Exploration of possibilities of joint development projects in mixed-occupancy housing.

### **Policy 5.13**

Support the development of new housing for University-related households and other institutions that will not take additional land off the tax rolls, and if that is not possible, seek compensation for loss of revenue; seek agreement from the State, the University and other institutions to compensate the City for services provided and encourage that developments provide community facilities for both students and other residents.

Compensation for loss of revenue has been mandated by the Berkeley voters through passage of the Public Agency Accountability Measure in 1988. That measure states that the City shall use all available lawful means to ensure that public agencies pay taxes and fees, comparable to those paid by private citizens and businesses, to support their fair share of City services.

The City should continue the agreement with the University to have that institution pay a service fee to the City for new student housing built off-campus with the fee based on the property value which would otherwise accrue to the City. This policy applies to some of the proposed new housing sites in the 1989/90 Draft LRDP which are proposed to be constructed in a number of "opportunity sites" (i.e., for joint development) in the South Shattuck corridor. The City should take a proactive role in identifying other appropriate student housing sites and in determining the appropriate number of units to be built. Limited University acquisition of non-residential property for the purpose of student housing may be appropriate only if in-lieu payment of property tax and specific service impact fees are

paid to the City; the sites are vacant or contain non-intensive commercial uses; no park and recreation



areas are lost; and no historic uses or structures are affected.

**Policy 5.14**

Support University-related housing that avoids displacement of existing residents or results in a loss of the existing rental housing resources available to other city residents.

In order to maintain Berkeley's diversity it is important to avoid that institutions avoid buying or leasing existing rental housing resources, whether occupied or not, for the purpose of replacement with housing that is then available only for housing those directly related to those institutions. In keeping with this policy, the University should preserve existing housing resources for very low income, transient, and homeless residents (e.g., residential hotels, subsidized housing, homeless shelters)

**Policy 5.15**

Support appropriately located, and affordable student housing at the level contained in the University's Long Range Development Plan; support provision of additional housing to serve existing faculty and a projected increase in staff.

Encourage the University to add the additional proposed 2350 to 3410 beds which when added to an existing 9,734 beds/apartments, would provide housing for 45% to 48% of the University's projected enrollment of 30,000 by the year 2005. Encourage the University to provide affordable low/moderate income housing for housing it constructs and minimally comply with the City's Inclusionary Zoning Ordinance. Encourage University housing that is compatible with existing development, will be an asset to the neighborhood in which it is located. Support the creation of student housing on the following sites: Bowditch Residence Hall, Anna Head Residence Hall, Channing/Bowditch Residence Hall; and Haste/Channing Residence Hall. Residential/commercial use mixes should also be encouraged.

**Policy 5.16**

To expand housing available to students, encourage the University and other institutions to keep their residential buildings for housing; and to convert back to residential use those residential buildings now being used for other purposes; to convert to residential use any unused buildings where feasible; and to provide additional housing on University-owned vacant land.

In the past, the University departments have converted many residential structures to office use. The housing supply should be increased by returning these to residential use and refraining from such conversions in the future.

**Policy 5.17**



Urge the University to involve residents, community organizations, students and staff, City government and University administration in long and short range planning for University-related housing.

Develop high level on-going communications with the University for review and negotiations of potential changes in University programs, enrollment, staff, or policies when these impact Berkeley's housing so that potential problems can be anticipated and resolved in a timely way. The University should carry out its housing planning process in cooperation with the City to produce greater understanding of the potential effects of various proposals and to increase the likelihood of more creative solutions. Vehicles to accomplish this include the City-University Planning Committee established in 1988 and a special joint University-City Committee to study the Southside Area and the South Shattuck corridors identified as major new student housing construction areas in order to maximize the benefits of student housing for both the University and the City.



## **FAIR HOUSING**

**GOAL 6:** FAIR HOUSING IS THE LAW. ALL RESIDENTS SHOULD HAVE EQUAL ACCESS TO HOUSING OPPORTUNITIES, TO ADEQUATE FINANCING AND INSURANCE AND TO PURCHASE, SELL, RENT AND LEASE PROPERTY.

Equal access to housing plays an important role in maintaining Berkeley's diversity. However, discrimination still exists in Berkeley continuing to limit the opportunities of many Berkeley residents to rent or purchase decent, safe, and habitable housing. Especially affected are racial and ethnic minorities, families with children, the disabled or handicapped, students, and persons living unconventional lifestyles.

### **Policy 6.10**

Actively implement federal, state, and local laws that prohibit housing discrimination based on race, religion, sex, sexual preference, ethnic background, age, physical disability, marital status, presence of children in the household, household composition, student status, the presence of AIDS, or discrimination against a group for any arbitrary reason.

Housing discrimination is prohibited by the federal Title 8 of the 1968 Civil Rights Act, the federal 1988 Fair Housing Amendment Act, the Rumford Act, the Unruh Civil Rights Act, and the Berkeley Municipal Code Chapter 13.24.

Berkeley should continue to make Fair Housing an integral part of its housing and community development programs. The City should encourage fair housing programs by providing information, counseling, and investigation of discrimination complaints, and should act to discourage discrimination based on source of income.

### **Policy 6.11**

Allocate housing assistance on the basis of relative need on a non-discriminatory basis.

Eligibility for housing assistance programs should be based upon relative needs such as low income, Berkeley residency, dislocation, overcrowded housing or unsafe housing, without discrimination based on the factors listed in Policy 6.10. In the case of housing rehabilitation assistance, the location of the property in the target neighborhoods is also a determining factor.

### **Policy 6.12**

Aggressively seek to prevent "red-lining" and to make reasonably priced financing and insurance available to residential properties in all parts of the City.



High costs for financing or insurance inhibit the purchase and improvement of homes in some neighborhoods. Berkeley can encourage the provision of financing for the purchase and improvement of homes by direct discussions with lending and insuring institutions and programs which demonstrate that all areas of Berkeley are reasonable investment risks.

**Policy 6.13**

Undertake outreach activities to inform the community about the Fair Housing laws and rights and responsibilities of landlords and tenants in order to increase understanding and cooperation between them.

The City should actively promote fair housing through educational programs and workshops, provision of fair housing information, and referrals, counseling and related services. The City should provide information to, and elicit the cooperation of those involved in the advertising, sale, rental, or management of rental property.

Both renters and property owner benefit from cooperative relationships. Model leases, mediation services, educational programs and counseling can contribute to a climate of mutual understanding and respect.

Administration of rent stabilization requirements should be straightforward and consistent. Differences should be mediated in a way which promotes compliance with the law and cooperation between parties.

**Policy 6.14**

Act to better integrate the community by encouraging the presence of low and moderate income housing in all new residential projects receiving government assistance.

Integration of different income groups is beneficial for the maintenance of healthy communities and should be actively promoted by the City. The City should consider ways to encourage owners of residential rental property throughout the City to rent to Section 8 tenants. New publicly-assisted housing should also be developed in different sections of the City and, whenever possible, should contain a mix of income groups with low and moderate income units being dispersed throughout the project and being basically the same in terms of construction and appearance.



## **REGIONAL COOPERATION**

### **GOAL 7: PROMOTE REGIONAL COOPERATION ON HOUSING AND RELATED ISSUES TO BETTER ACHIEVE PLANNING GOALS.**

It has become increasingly clear that "no city is an island" and that regional cooperation is necessary to maintain or improve the quality of life for Berkeley residents.

#### **Policy 7.10**

Cooperate regionally to increase, and equitably distribute resources allocated to housing at the federal and state level. Pool resources and undertake joint programs whenever possible.

Joint and coordinated action should increase this region's effectiveness in increasing the level of funding available for housing and related programs in this region. Pooling of local resources may allow undertaking of programs which would otherwise be unfeasible.

#### **Policy 7.11**

Promote the concept of "fair share" when dealing with actions to eliminate common problems.

Problems of homelessness, housing affordability, and other related issues cross city lines. Each community should be willing to cooperate in regional activities and make equitable contributions to programs aimed at resolving them. The alternative to undertaking voluntary "fair share" activities may be non-resolution, unfair burden on certain localities, or state requirements to meeting those needs which will erode local powers.

#### **Policy 7.12**

Promote regional cooperation to help achieve a housing/jobs balance which will reduce traffic congestion and other human and environmental problems.

Cities have a moral obligation to ensure that job growth is accompanied by adequate housing for the new employees and their dependents. The new housing must be affordable to them and in easily accessible locations to reduce the need for long-distance commuting and encourage use of public transportation.

#### **Policy 7.13**

Advocate the regional integration of housing planning with planning for open space and preservation of the environment by endorsing the "Greenbelt" concept.



Much new construction in the region is done at low densities, which promote sprawl and erode valuable open space while not effectively meeting the housing needs of today's smaller households. The City should work on a regional level to promote the "Greenbelt" concept which balances housing and open space needs. It should also work towards the development of housing models which can better meet today's housing needs and work to increase public acceptance of such models.



## **PUBLIC PARTICIPATION IN HOUSING DECISION MAKING**

**GOAL 8:** BERKELEY SHOULD EXPAND AND IMPROVE THE ROLE OF NEIGHBORHOOD RESIDENTS AND COMMUNITY ORGANIZATIONS IN THE PLANNING PROCESS, INCLUDING PLANNING FOR HOUSING CONSERVATION AND DEVELOPMENT AND DEVELOPING PLANS WHICH INTEGRATE THE NEEDS OF THE DIVERSE NEIGHBORHOODS AND GROUPS.

Berkeley recognizes that the persons affected by actions in their community ought to participate in the planning process. When there is a history of cooperation with residents, public and private actions contribute to a common plan that is supported by neighborhood residents and the City. An on-going planning process which integrates the participation of neighborhood residents and community organizations into City decision-making in a systematic way can contribute greatly to housing conservation and development.

### **Policy 8.10**

Encourage the involvement of neighborhood residents and community organizations in planning for housing conservation and development, parks, public facilities and services, and transportation.

Although Berkeley has numerous methods that allow community participation in the planning process, there is still a large segment of the population who, for a variety of reasons, do not participate. The City should analyze those reasons and develop ways to facilitate participation by those individuals and groups. Means to increase participation include: making written material understandable to the lay person, conducting well-run public meetings that encourage and give a voice to all present and are held at times and locations that are convenient and training of public employees to increase their effectiveness in communicating and working with those groups.

### **Policy 8.11**

Enlarge and strengthen the role of neighborhood and organizations in planning and development decisions that affect them.

The current public participation mechanisms should be reviewed, and where appropriate, revised to ensure that they effectively give a role to the public, that they are truly representative of the community, and are able to balance the involvement of all interested parties with the need to meet deadlines and complete activities in a timely manner.



**Policy 8.12**

Utilize the public participation process as a communication tool to help achieve common goals by receiving information about individual and neighborhood needs and relaying information about needs of other neighborhoods and the community in general.

Systematic communication between groups and interests is crucial in order to arrive at a common plan. The public participation process, even when related to particular issues in particular areas, should also serve as an arena where information is exchanged.



## **FUTURE HOUSING ELEMENT REVISION**

**GOAL 9:** THIS HOUSING ELEMENT SHOULD BE REVISED DURING THE GENERAL PLAN REVISION. THE CITY SHOULD EXAMINE WHETHER MAJOR CHANGES IN POLICIES MAY BE NECESSARY IN ORDER TO BETTER ACHIEVE ITS GOALS.

The City and its citizens have expressed a desire to engage in a broad reconsideration of current housing policies in the context of the overall revision of the 1977 General Plan currently in effect. This process should involve consideration of additional ways for the City to meet each of its eight housing goals.

The reconsideration will be wide-ranging, including many controversial issues such as how to encourage greater private-sector cooperation in meeting housing goals, new proposals to generate funds for housing, bringing a wider range of development proposals under the requirements of the inclusionary zoning ordinance, examining regulations on condominium conversions, zoning revisions to encourage more housing near transit lines, ensuring the distribution of affordable housing throughout the city, and whether the City should support state legislation which would require all cities in the region to make fair-share contributions to meet affordable housing needs.

Any such discussion of controversial issues is a complex undertaking. The City will need to provide the factual background that is needed and ensure that the policy options and their consequences are clearly understood. The City will need to create productive discussion processes which locate common ground among its citizens and make policy choices clear.







## **SECTION III**

### **EXISTING AND PROJECTED HOUSING NEEDS**







### III. EXISTING AND PROJECTED HOUSING NEEDS

#### A. What is Housing Need?

Housing need has several aspects: first, adequacy of supply; second, affordability; and third, how suitable a home is for a particular type of household. The needed supply is determined by the Association of Bay Area Governments (ABAG) in a State-mandated regional process. ABAG determines need based on three factors. They estimate existing need based on vacancy rate, they project likely household growth, and they add an additional factor to improve jobs-housing balance in cities where the number of jobs is expected to grow more rapidly than the number of employed residents.

For Berkeley the 1988-95 new housing need is 1,714 additional units. This is based on ABAG formulas which assign Berkeley an existing need of 349 units, projected household growth of 888 units and an additional 826 units to improve jobs-housing balance. Berkeley is expected to add jobs faster than employed residents during the 1988-95 period and 826 units is the amount that would cut the growth of this imbalance in half. Berkeley's future housing production is discussed in Section B below.

#### **Berkeley Population and Housing Estimates, 1988-1995**

	1988	1990	1995
Population	106,800	105,900	104,700
Population in			
Group Quarters	11,100	11,200	11,900
Population in			
Households	95,700	94,700	92,800
Households	45,400	45,510	46,250
Persons per			
Household	2.11	2.07	2.01

Sources: California Dept. of Finance; ABAG, Projections '90

ABAG allocates new housing need to four income affordability categories. These categories are defined by the U.S. Department of Housing and Urban Development according to a formula which starts with the median income of a family of four and makes adjustments based on household size. In a general way "very low-income" means up to 50% of median family income, "low-income" is 50-80%



of median, "moderate-income" is 80-120% of median (what is normally called middle income) and "above moderate-income" is over 120% of median. (HUD actually uses figures slightly above 50% of median to define very low-income for the purposes of Section 8 program eligibility because this is a high housing-cost area.)

#### **1990 HUD Income Categories, Oakland PMSA (Alameda & Contra Costa Counties)**

Size of Household	1 Person	2 Person	3 Person	4 Person	5 Person
Median Family Income				\$44,100	
Lower Income	\$24,700	\$28,250	\$31,750	\$35,300	\$37,500
Very Low Income	\$15,750	\$18,000	\$20,250	\$22,250	\$24,300

Source: U.S. Dept. of Housing & Urban Development, 1990

Defining when housing is affordable to which income group is complex because the State of California defines "overpaying" as a lower-income household that pays more than 25% of income for housing, while the federal government now sets 30% as the threshold for overpaying, up from 20% in the 1960s. For most purposes the City of Berkeley follows the federal guideline, but redevelopment projects are governed by the state guideline.

The percentage of income that households can truly afford to spend for housing without giving up other necessities of life is clearly not as great for lower-income people as it is for higher income people. The 30% of income standard is up from a 20% of income standard that the federal government used in the 1960s, and which probably more accurately reflects an affordable rent for a very low-income household. Nationwide the average household paid 22% of income for shelter and utilities including heating in 1988, according to the U.S. Department of Labor's Consumer Expenditure Survey.

#### **1990 Maximum Affordable Monthly Housing Costs, Oakland PMSA**

Size of Household	1 Person	2 Person	3 Person	4 Person	5 Person
100 % Median Income	\$770	\$880	\$990	\$1,100	\$1,170
80% Median Income	\$615	\$705	\$790	\$880	\$935
50% Median Income	\$390	\$444	\$500	\$555	\$600

These figures are based on federal 30% of income standard and include utility costs as well as contract rent or ownership costs.



The number of new units that should be affordable in each income category is set by ABAG using a formula which averages City, County and Regional income distributions as reported in the 1980 Census. This process is intended to slowly move each jurisdiction closer to the regional income distribution. Thus Berkeley's goal includes a smaller percentage of new very low-income units than its current percentage of very low income households. Local governments may choose to plan to house more lower income households than they are allocated by ABAG. Affordability is discussed in Section C below.

#### **Affordability Goals for New Units in Berkeley, 1988-95**

Income Distribution, 1980	Very Low	Low	Moderate	Above Mod.
Bay Area	23%	16%	21%	40%
Alameda County	28%	7%	20%	35%
Berkeley	40%	18%	17%	25%
Berkeley Need Distribution (%)	30%	7%	19%	34%
Berkeley Need by # of Units	514	291	326	583

Source: ABAG, Housing Needs Determinations, 1989

State law requires examination of the special housing needs of particular groups. Berkeley has residents who are homeless, elderly, disabled, large families, single-parent families single individuals and students. Each of these groups has special needs for particular types of housing or combinations of housing and social services. These are discussed in Section D below.

### **B. Supplying Berkeley's Fair Share**

#### **1. Housing Production Goal: 1988 - 1995**

Berkeley is asked to produce a total of 1,714 units. Of these 514 are supposed to be affordable to very low income households (below 50% of median), 291 to low income households (50-80% of median), 326 to moderate income households (80-120% of median, ie. middle income), and 583 to households with incomes above moderate.



So far 160 units have been added in 1988 and another 380 units have been approved. In addition the University has approved the equivalent of 427 units of new student housing (854 new beds with two beds equal to one unit). The remaining need will be 747 units from 1990-95, or 150 units a year. There is provision for the additional units in Downtown, the Telegraph, North Shattuck and South Area mixed-use commercial districts and parts of West Berkeley, all of which the City has zoned, or is in the process of rezoning, to encourage housing.

## **2. Including Student Housing in Berkeley's Housing Goals**

Berkeley City Council Resolution No. 54,570-N.S., passed on November 15, 1988, adopted Berkeley's revised housing need determination and stated: "Concerning University Housing: The City plans to include housing currently being developed and planned by the University of California in its count of housing that meets its housing need. We anticipate treating two beds of student housing as the equivalent of one housing unit." This was a reiteration of the City's past practice with previous housing need determinations. Our regional council of governments, the Association of Bay Area Governments (ABAG) again accepted the inclusion of University housing in meeting new housing need. The California Department of Housing and Community Development, in its letter of June 25, 1990, now questions whether this housing can appropriately be counted. This section will respond to the concerns raised by HCD.

a. Students are a major part of local housing demand in all sectors of the market. 28,000 university and college students constituted 27 percent of the Berkeley population in 1980, and students remain about 25 percent of the Berkeley population today. A recent household survey found that 21 percent of tenant households were composed entirely of students age 18 or over and another 14 percent included at least one student aged 18 or over, while 15 percent of owner-occupied units included at least one student and two percent are occupied entirely by students. At least 9,000 students live in group quarters affiliated with educational institutions, four-fifths of the group quarters population. Thus group quarters in Berkeley are unusual in that they serve a large sector of the population and in that this sector is served jointly by "usual" housing and by group quarters. This means that groups quarters for students can be considered interchangeable with other new housing that serves students.

The distinction between "usual" and group quarters housing is largely arbitrary as it applies to students. New student housing may be provided as apartments or Single-Room Occupancy (SRO) units or as group quarters. Group quarters, as defined by the Bureau of the Census, are "the residential facilities/structures associated with a special place" such as a university. A special place is "a residential living arrangement other than the usual house, apartment or mobile home". A "usual" housing unit is defined as "separate living quarters" where "occupants can live and eat separately from everyone else in the building (or apartment)" and "occupants can enter their living quarters directly



from outside of the building or through a common hall". Group quarters, then, are defined negatively as not "usual" housing and as associated with a "special place" such as a university. There may be no difference between an SRO hotel and a dormitory and the difference between a building where students share apartments and a dormitory is only that the dormitory typically requires shared occupancy of its apartments.

The University has not as yet determined the exact mix of housing it intends to produce and may well produce a substantial amount of "usual" housing. It has established its goals in terms of the number of student beds, which is further evidence of the interchangeable nature of both forms of housing.

All student housing reduces demand on the rest of the housing market. The distinction between "usual" units and group quarters is based not on the quality of the housing but rather on a concept of housing appropriate to a society based on individualism and the nuclear family. In Policy 3.17 of this Housing Element, the City of Berkeley encourages shared housing because it creates efficient use of buildings and land and meets the social and economic needs of households which are not traditional nuclear families. The City can not accept arbitrary distinctions between housing types which give credit only for creation of traditional units and fail to count shared housing.

The City, after consultation with ABAG has decided to count every two new beds of student housing as the equivalent to one new unit. This reflects the average household size of the City, which is 2.07 persons per household, and the average of 2.0 students who occupy each private unit according to surveys conducted by the University of California.

b. The Long-Range Development Plan passed by the Regents of the University of California for the Berkeley Campus projects no increase in student population, therefore the alternative zoning need based on a surplus of new employees (in this case students) over new housing would not apply.

c. ABAG's projection model does not use projections made by the California Department of Finance, although it uses DOF estimates of current vacancy rates and number of households as base information for its projections. In addition, ABAG projects a higher total housing need than was assigned to the Bay Area by DOF. Thus the DOF population projections are not relevant to determination of Berkeley's housing need.

d. Since the fair share process distributes regional housing need to localities, the issue is meeting regional housing need and the previous city of residence of the people who move into that housing is not relevant. Moving students from outlying commuter locations to where they can walk or use transit to reach Campus is an essential part of the effort to reduce auto use and improve jobs-housing balance.



## **2. Housing Production Scenarios: 1995 - 2005**

Beyond 1995 Berkeley's housing need is problematic. Assuming that slow employment growth continues and that the city commits itself to jobs-housing balance, from 1995 to 2005 there could be a 2 to 8 percent growth in housing, adding from 800 to 3,500 units. This range is based on three different scenarios: the first using ABAG's Projections 87; the second using this projection plus additional housing need resulting from growth in employment at UC and in spin-off industries; the third making more efficient use of existing housing and increasing the percent of city residents employed within Berkeley.

- **Scenario One: 2,150 units needed.**

For the year 2005 ABAG projects a decrease in total population, but also a decrease in household size and an increase of 500 households. ABAG also projects 3300 more jobs in the city and 800 fewer employed residents, for a deficit of 4,100 employed residents. In this case, following ABAG's guideline of providing housing for half of the increase in new employees over employed residents (2,050), and assuming 1.24 workers per household, the city will need 1,650 new units to maintain jobs-housing balance. With the addition of the projected 500 additional households, the city would need a total of 2,150 units. If the University builds 2,800 beds of proposed student housing, which is counted at two beds equals one unit, then an additional 750 other units would be needed.

- **Scenario Two: 3,500 units needed.**

If University-related development adds another 900 jobs beyond that projected by ABAG, then at 1.24 workers per household the city would need an additional 350 units to house half the additional workers. If ABAG used the Federal Home Loan Bank of San Francisco vacancy rate of one percent in 1987, instead of the California Department of Finance's 3.3 percent, then by ABAG's current formula, which bases existing need on the vacancy rate, another 1,000 units would be added to existing need, for a total of 3,500. Building 2,800 beds of proposed student housing would create the equivalent of 1,400 units and leave a need for 2,100 units.

- **Scenario Three: 800 units needed.**

More intensive utilization of existing units through shared and co-housing arrangements could conceivably reduce the number of additional households by 1,050 if an average of just over 100 units per year of shared housing were added over a ten year period. Increased local employment, through active use of the First Source program, people working at home and other changes could eliminate the projected decline in employed residents. Additional housing needed to house half of the surplus



of new employees would be 800 units. Assuming 1,600 beds of student housing is built, equal to 800 units, then no additional housing would be required.

These scenarios are simply indications of the range of possibilities. The future will vary with the realities of employment, household size, workers per household, family growth, immigration, the national and Bay Area economies and state and local development policies.

#### **Berkeley's Jobs/Housing Balance**

Year	1970	1980	1990	1995	2005
Population	114,091	103,328	106,500	104,000	102,500
Employment	51,382	59,772	63,300	66,400	68,900
Employed Residents	50,562	51,251	58,500	58,300	57,500
Jobs/Housing Ratio	1.02	1.17	1.08	1.14	1.20
Change in Employment		8,390	3,500	3,100	2,500
Change in Employed Residents		689	7,250	(-200)	(-800)
Net Jobs Surplus		7,701	(-3,750)	3,300	3,300

Source: ABAG, U.S. Census

#### **C. Affordability Problems**

Berkeley is in the center of a region in which housing costs are increasing more rapidly than incomes. According to ABAG this results from a regional growth pattern in which jobs are created more rapidly than new housing, and high and low income jobs are increasing more rapidly than middle income jobs. The result is severe pressure on the on the budgets of many Bay Area residents, especially those that rent or have only recently bought homes. The Federal Home Loan Bank reported a 1.5 percent vacancy rate for both single and multi-family housing in Berkeley in 1988, reflecting intense competition for housing.

The Bay Area as a whole is a relatively high income area, with an average (mean) household income of \$46,200 in 1990, according to ABAG's "Projections '90". The Alameda County average is substantially lower, at \$40,100. Berkeley's mean household income is only \$34,200, but the difference between Berkeley and Alameda County is entirely accounted for by the smaller average size of Berkeley households. Nonetheless, the 1989 BAE household survey indicates Berkeley's households are 29% very low-income, 13% low income, 19% moderate and 39% above moderate income. ABAG reports that in 1980, using the State 25% of income standard, 73% of low-income renters (20,309 households) and 38% of low-income homeowners (5,234 households) were



overpaying for housing. 1,400 mostly low-income households, all but 300 of them tenants, were overcrowded as well.

#### **Berkeley and the Bay Area: 1980-1988**

	CPI	Income	Renter Income	Rent	Home Prices
Bay Area Increase	50%	71%		96%	96%
Berkeley Increase		80%	50%	55%	142%

Sources: ABAG, BLS, RRCNC

#### **1. Homeownership**

Home prices in Berkeley have increased substantially faster than in the East Bay as a whole. By 1988 the average value in the Berkeley area sample of detached houses tracked by the Real Estate Research Council of Northern California was \$250,000. This is affordable to families making over \$66,000 annually and having at least \$55,000 for a downpayment and closing costs. Only 10 percent of Berkeley households have such an income. Some small fixer-upper houses and shared ownership and condominium apartments are still sold for around \$100,000, which is affordable to households making \$32,000 and using an FHA loan with a five percent downpayment. About one quarter of Berkeley's renters can afford homes at this price. Among Berkeley's homeowners 37 percent are paying over 30 percent of income for mortgage payments, taxes and insurance.

The housing market in Berkeley has responded to the demand for ownership housing affordable to moderate (ie. middle) income households by converting a substantial number of one and two units buildings from rental to owner-occupancy. The Bay Area Economics 1989 survey of Berkeley households indicates that about 16 percent of 1980 rental housing, about 4,500 units, have converted to owner-occupancy, with 80 percent of this change occurring in single-family houses and duplexes. In 1980 single family and duplex housing units made up 29 percent of the total rental housing stock, but nearly half of this has now been converted to owner-occupancy. About 48 percent of Berkeley households are now owner-occupants, up from 38 percent in 1980.



### Shift from Rental to Owner-Occupancy

	1980		1988	
	Occupied Units		Occupied Units	
	Percent	Number	Percent	Number
Rent	62%	27,821	52%	23,600
Own	38%	16,883	48%	21,700
Total	100%	44,704	100%	45,300

Sources: 1980 Census, BAE 1989 household survey, PPMB

Subdivision of rental property is restricted by a City moratorium on further conversions to condominiums, stock cooperatives and community apartments, with an exception for limited-equity cooperatives. A close equivalent to the community apartment can be created through tenancy in common (TIC) ownership, in which owners share undivided interests in the property and make agreements among themselves about who will occupy which unit and how mutual responsibilities and decision-making will be handled. During the 1980s about 1,000 units of controlled rental housing were converted to owner-occupancy by this means. In responding to the desire for moderate-income affordable homeownership, TICs fill in the middle of the city's bifurcating income range. However, TICs also reduce the stock of low-income affordable rental housing.

With the pool of single-family and duplex rentals seriously reduced, there will likely be increased pressure for conversion of units in larger buildings. Thus there is additional reason to believe that tenancy-in-common (TIC) conversion will grow in the coming years. The BAE data suggest that as many as 15 percent of units in three and four unit buildings have already been converted to owner-occupancy, largely through the use of tenancy-in-common (TIC) ownership.

### 1980-1989 Conversions from Rental to Owner-Occupancy

Units in Building	Estimated Percent of Conversions	Total # Conversions	Total Rental Units 1980	Percent Total Rentals	Percent Total Converted
One	53%	2,400	4,700	17%	51%
Two	27%	1,200	3,200	12%	38%
3-4	15%	700	4,800	17%	15%
5+	5%	200	14,900	54%	1%
All	100%	4,500	27,600	100%	16%



Note: The Census total in the above table is slightly lower than the city-wide rental total stated earlier because of non-responses. In this sub-sample of the BAE 1989 survey the range of potential error is on the order of plus or minus ten percent, rather than the plus or minus three percent for the survey as a whole. The results of this analysis must be taken as suggestive, not definitive.

In the 1989 BAE household survey, of the owners reporting that the unit was formerly a rental, 25 percent report that they bought the unit they once rented and 75 percent that other renters had lived there. This suggests that about 1,100 units have been bought by their tenants during the 1980s out of 4,500 removed from the rental market. Nearly 60 percent of the owners of units converted from rental to owner-occupancy previously lived in Berkeley. Of those owners who replaced other renters, 45 percent previously lived in Berkeley, 20 percent in Oakland, 30 percent in other parts of the Bay Area and 5 percent outside the Bay Area.

The median income of tenant buyers is currently \$42,000 a year, while for buyers who replaced other tenants it is \$49,000. These are not the incomes of these households at the time of purchase. Purchase prices are also moderately lower for tenant buyers than for buyers who replace tenants.

	1980-89 Purchases			
	Median Price	Range (25-75%ile)	Med. Monthly Mortgage Pmt.	Range (25-75%ile)
Owners Are the Previous Tenants	\$115,000	\$75-150,000	\$740	\$570-\$1100
Owners Replaced Previous Tenants	\$138,000	\$110-190,000	\$1,000	\$700-\$1300

## 2. Rentals

In 1988 the median income for a family of four in the Oakland area was \$40,100 and HUD considered a four person household making under \$21,700 to be very low-income and under \$32,100 to be low-income. A one person household making under \$15,200 was considered very low-income and under \$22,450 as low-income. The Bay Area Economics survey found a mean household income of \$20,500 among Berkeley tenants in rent controlled apartments. Crosstabulating incomes by household size allows us to determine the HUD income categories for each household. As is shown in the table below, about half of tenants in rent controlled units are very low-income and more than two-thirds are either low- or very low-income.



### Income Categories of Tenants in Controlled Units

Very Low (under 50% median)	48%
Low (50-80% median)	21%
Moderate (80-120% median)	19%
Above Moderate (over 120% median)	12%

Total 100%

Source: Bay Area Economics, 1988 tenant survey

In the Oakland Area the median advertised rent for a two-bedroom apartment was \$605 in October 1989. The low-end advertised two-bedroom rent, a measure of the lowest rents readily available, was \$490. This is affordable to households making over \$19,600 a year at the thirty percent of income standard. In Berkeley the 1988 average household income among tenants was \$20,500 and the median income only \$17,300. For households with three or more people the median income was \$19,900, which means that only half of Berkeley households needing a two bedroom apartment could afford even the least expensive market rate units without assistance.

The Berkeley 1988 median two-bedroom rental in a controlled unit was \$427, well below the lowest available market rate and affordable to the median Berkeley household of three at the Federal 30 percent of income standard, although not at the State 25 percent of income standard.

The BAE 1988 survey of rent controlled units found that overall 35 percent of these tenant households were overpaying, while the BAE 1989 survey of all Berkeley households found 41 percent of Berkeley tenants overpaying. These results are within the range of error for a survey of this size and in either case are lower than the 1980 Census, which reported 50 percent of all Berkeley tenants overpaying. This suggests that rent control has been successful in reducing overpayment for rent.

There is reason for concern about the tenant households still reported paying more than 30 percent of their incomes for rent. Low-income, non-student households paying over thirty percent of income for rent constitute an at risk population for homelessness should income decrease further or rents increase. Using the lower figure of 35 percent rent burdened tenant households, and taking out the 23 percent of such households made up entirely of full time students, this would project out to 5,400 rent burdened non-student households city-wide. At risk are at least 1250 households with children, 800 couples without children and 3350 households of single adults living either alone or in shared housing.



Overpaying households are typically among those with very low incomes. Fully 28 percent of Berkeley's tenant households in controlled units make less than \$10,000 a year and 92 percent of them overpay for rent. Another 27 percent of tenant households make between \$10,000 and \$20,000 and half of them are overpaying as well.

Larger low-income households typically have higher rent burdens because they require larger units, yet do not have substantially higher incomes than small households. One quarter of Berkeley's two person and three person households have incomes under \$10,000 and so do 23 percent of its four or more person households.

Percent	Persons in Household				
	One	Two	Three	Four +	All
Overpaying	31%	37%	52%	40%	35%

Over half of tenant households where the respondent was over the age of 65 were overpaying, and more than half of the households made up of a single mother with children. Rent burdened households are also more likely to be racial minorities, including 43 percent of Asians, 39 percent of Blacks and 34 percent of Whites.

**Table: Average Rents vs. Welfare Payments, 1988**

Size of Unit	Controlled (Median)	Section 8 (Mean)	Welfare Payments
Studio	\$265	\$362	\$326 (1 person)
1 BR	\$324	\$438	\$535 (2 people)
2 BR	\$427	\$529	\$663-788 (3-4 people)
3 BR	\$600	\$712	\$899-1,010 (5-6 people)
4 BR	\$877	\$782	\$1,109-209 (7-8 people)
5+ BR	\$942	\$1,013	\$1,306-403 (9-10+ people)

Source: Housing Authority, Rent Board

(Note: Under Section 8 the tenant pays 30% of adjusted income, the Housing Authority pays the rest.)

Many very low-income people can not even afford typical controlled rents, let alone market-rate housing, as is illustrated by the table above comparing welfare payments with controlled and Section 8 rents.



The Section 8 rent subsidy program now serves over 1,700 very low-income households -- about 1300 families, many of them single parents with children, and 400 elderly households. Under Section 8 tenants pay no more than 30 percent of their adjusted income for rent. Without this subsidy even a controlled unit would cost more than half of their income. The results of the BAE survey suggest that the program would have to be at least doubled just to reach all the Berkeley households with children who need rental assistance. The number of available certificates will increase only slowly due to the limited federal resources devoted to housing. The Housing Authority has 1,300 households on its waiting list and an additional 11,000 people waiting to be notified when the waiting list is opened up.

A particular nationwide concern is the preservation of subsidized low-income housing in buildings whose owners may choose to convert them to full market rents as 20 year use restrictions expire. These units are at risk whenever there is private for-profit ownership and there are no permanent rent controls to keep rents from increasing after the restrictions expire. Berkeley is fortunate in this regard. Of 967 units of subsidized housing built in Berkeley, 883 are held in some form of non-profit ownership -- by the Housing Authority, limited-equity cooperatives and non-profit corporations. Only Allston House with 48 units and Melrose Apartments with 36 units are held by private owners. They have indicated no interest in converting the projects, nor could they substantially raise rents, since the buildings were built prior to 1980 and are thus covered by the City's rent stabilization ordinance, which controls rents even upon vacancy.

#### **D. Special Housing Needs**

##### The Homeless

Homelessness is the most dramatic manifestation of the Bay Area's housing crisis. The total number of homeless in Berkeley and the East Bay is unknown, but Berkeley's homeless assistance programs helped over 2,000 different people in 1989, up from 800 in 1985. A county-wide profile of those seeking emergency shelter during one week in 1989 reported that four times as many requested shelter as there were beds available, and that 62 percent were families with children. The homeless need extensive social services, such as job training and placement, in addition to shelter.

Emergency and transitional homeless shelters are treated as boarding and rooming houses under City zoning ordinances. They are allowed in residential districts zoned R-3 or higher and in all commercial and industrial areas. They require a use permit, but have no greater requirements than any other rooming house use. Berkeley provides 220 emergency shelter beds, 30 percent of the total in Alameda County, and half of the beds for single men, even though only one sixth of the county's homeless identify Berkeley as their home.



### The Elderly

About ten percent of the Berkeley population are over the age of 65. In 1980 57 percent of the elderly lived in family households, 38 percent lived alone and five percent in group quarters. 8,274 households had at least one elderly resident, with two-thirds owner-occupied and one-third renting. One third of owner-occupied houses included an elderly resident, compared to only ten percent of rental units. Ten percent of the elderly in households, about 1,000 people, are very low-income, and 80% of the elderly poor are homeowners. This is substantially below the poverty rate for the city as a whole. Elderly low-income homeowners often need help in maintaining their homes and many of these homes have more space than the residents currently need. House-sharing arrangements offer one solution.

### The Disabled

Based on 1980 Census data about 3,200 Berkeley residents are physically disabled, having a condition which results in a "public transportation disability". Of these the majority are elderly, but 1,500 are between the ages of 16 and 64. Much of the city's older housing stock is inaccessible to the disabled but the city's large amount of wood-frame housing in 1-4 unit buildings readily lends itself to the installation of ramps, wider doors and interior changes such as accessible kitchen and bathroom hardware. City funding allows the Center for Independent Living to make about 70 homes a year wheelchair accessible. The increase in the price of 1-4 unit properties makes it more difficult for middle and lower income households with disabled members to find housing in Berkeley, however.

### Large Families

Berkeley has about 1,000 households with six or more people. BAE survey data indicate that half are lower income, ten percent moderate-income and two-fifths are above moderate and that 400 are renters and 600 are owners. Some may be unrelated individuals sharing housing rather than families.

### Single-Parent Families

Nearly ten percent of Berkeley households are made up of single, mostly female, parents with children, about 40 percent of all children in Berkeley. One third of these households are very low-income, compared with less than ten percent of two parent families. These low income single heads-of-household with children need affordable housing but are often considered undesirable tenants. They also need child care, health care and education or job-training.

### Student Housing

According to the BAE household survey, over 12,000 Berkeley households have at least one member of the household who is at least a half-time student age of 18 or over and not in high school, a total of about 19,000 students in households. In addition, there are another 8,300 beds for University of California students in University and UC affiliated group quarters. This indicates a total population of 27,000 students, with about 20,000 of them students at the University of California at Berkeley and another 7,000 attending various other educational institutions, from medical school to hotel training,



in Berkeley and around the Bay Area. This is down somewhat from the 1980 Census, which found 28,853 students living in Berkeley and likely reflects the results of high housing demand on the student market.

Demand for housing in this area has increased substantially due to employment growth, the areas' central location and its accessibility for mass transit. This has reduced the amount of housing available to students. University of California at Berkeley surveys indicate that the total number of UC students living in Berkeley declined by 3,100, going from 22,900 in 1979 to 19,800 in 1988. UC and affiliated housing increased by 1,000 beds, while the number living in private housing declined by 4,100. The number of private units inhabited by UC students went down from 9,700 to 5,800, a decline of 3,900 units, partially compensated for by an increase from 1.6 to an average of 2.0 students per private housing unit.

Students particularly need housing located close to Campus to reduce commuting to the congested areas around the University. The University has taken on substantial responsibility in meeting student housing needs and intends to construct significant amounts of new student housing. Already 917 new beds have been approved by the Regents. The University also needs to reduce its enrollment to a more reasonable level of 27,500 students.

So far the Regents have required that University housing pay for itself. This means that new construction, which is much more expensive than previously built housing, raises the average cost of all University housing and thus raises the rents, of all students in University housing. This could have a harmful impact on students from low-income families or independent students if additional financial aid is not available to compensate for these rent increases.

#### Discrimination

Housing discrimination hurts those who are already most vulnerable, racial minorities, families with children, single parents, the physically and mentally disabled. Housing Rights Inc. investigated 65 complaints of discrimination in 1988. The City has commissioned a testing program for racial discrimination for the 1989-90 fiscal year. A further indicator of discrimination is that despite the higher rents paid under the Section 8 program, two-thirds of those assisted are concentrated in South and West Berkeley due to reluctance in other areas to rent to these predominantly black, low-income tenants.

#### **E. Maintenance of Existing Supply**

Physical maintenance of the rental housing stock is a widely expressed concern. Half of the city's housing was built before 1940, and many of the apartment buildings constructed later are poorly built and difficult to maintain. The single-family detached owner-occupied housing is in generally good



condition, as values have increased dramatically. In the 1987-88 fiscal year the City issued 2,800 permits for improvements in residential buildings and the City is granting approximately 140 permits annually for additions of bedrooms and other livable space, primarily to single-family homes. Nonetheless, about 13 percent of Berkeley's owner-occupied units are owned by very-low income residents, many of them elderly, who may have difficulty affording adequate maintenance.

The City has recently identified 390 residential buildings with 3,900 units as potentially hazardous in case of a severe earthquake. Since the Hayward fault, which runs through the Berkeley hills, is assigned a 30% likelihood of a major earthquake in the next thirty years, the City is considering an ordinance which requires an engineering evaluation of each hazardous building within the next two years and requires upgrading in the next six years. How to reconcile the need for safety with the need to preserve affordability is an unresolved problem.

The Bay Area Economics tenant survey found that 16 percent of residents in rent controlled apartments surveyed reported their building was in poor condition. Fully 80 percent reported at least one maintenance problem, including problems with heat (22%), plumbing (41%), roofs (21%), paint (48%) or security/lighting (32%). The City currently receives about 850 complaints annually, of which 350 lead to the discovery of serious (A or B) code violations which create unsafe conditions. Virtually all of these are B violations in rental housing. There are 5,545 multi-unit (2+) structures in Berkeley, so units in about six percent annually are found to have violations and brought up to code. The relative scarcity of the most serious violations and City policies that make demolition almost impossible if any alternatives exist mean that existing housing is renovated rather than replaced, with only about six units demolished annually.

There is a technical problem in those cases where, due to poor initial construction or severe deterioration, it would be more economical to demolish and replace a building than to repair it. Many areas have been downzoned so that once demolished the units could not be replaced. A modification in the zoning ordinance may need to be considered to allow replacement of all units. In addition, there are an unknown number of illegal second units in the city, and efforts need to be made to bring them up to code so that they are safe to live in, but without displacing tenants and reducing this relatively low-cost housing supply.

Bay Area Economics estimated that ten percent of all rent stabilized units had rents which were potentially below the break-even point in 1980 if the building had been recently mortgaged at full market value. Sixty-two percent of these units, 1,200, are in buildings in which half or more of all units are potentially below break-even. These units are at risk of undermaintenance. The Rent Board gives individual rent adjustments (IRAs) for units where rents are set too low for adequate maintenance. Owners have argued that the IRA process is too cumbersome, and the Rent Stabilization Board is currently holding hearings on proposals to raise the rents of historically low rent units on an expedited basis. The dilemma here is that the areas with the greatest maintenance



problems are also those in which the most tenants are low income. Thus these units often have very low-income tenants who cannot afford increased rents.

The rise of violent crime associated with drugs has created severe maintenance problems in some buildings, and some owners reportedly leave units vacant to avoid any possibility of renting to drug users. The extent of such problems is not known. Landlords may properly evict tenants who abuse property or engage in illegal activities. At the same time, this simply sends problem tenants and their families elsewhere or onto the streets.

Vacant buildings are the most severe manifestation of failure to maintain the housing stock. At present there are approximately 50 vacant buildings, mostly single-family. There are less than 100 units in vacant buildings other than those in three vacant SRO hotels. These are the fire-damaged 74 room Berkeley Inn, the 78 room earthquake-damaged UC Hotel and the 20 room Stark Hotel, held vacant by its owner. Most other vacant buildings are scattered, reflect individual problems of the owners and come back on to the market as these problems are resolved.

The data is insufficient, at this point, to be able to adequately document the condition and trend of maintenance in Berkeley's controlled rental housing stock.

#### **F. Physical, Economic and Governmental Constraints on Meeting Housing Goals and Review of General Plan Consistency**

The City of Berkeley faces physical, economic and regulatory constraints in meeting its housing goals for residents of all income levels. State law requires a thorough analysis of these potential constraints. Physically, Berkeley is a developed city, without major areas of vacant or underutilized land suitable for housing construction. Thus new housing development must take place slowly through in-fill of scattered vacant and underutilized properties. Economically, Berkeley is in the central core of a metropolitan area whose strong economy expands employment and demand for housing faster than housing supply. This raises housing prices throughout the region, and particularly in those areas like Berkeley which are major sources of employment. Finally, Berkeley has a number of regulatory constraints on housing production, designed to ensure that new construction does not damage the quality of life in existing residential neighborhoods.

The physical and environmental constraints on housing development in Berkeley make it difficult for the City to produce large quantities of housing and to produce housing at prices or rents affordable to moderate and lower income residents. These difficulties are recognized in the City's share of regional need for new housing, which is set at 1,714 units for the 1988-95 period. This is only 3.4% of the new housing need for Alameda County, although Berkeley has 8.3% of the current



county population. The only large undeveloped area of the city is the Waterfront, which the City has designated for open space and low density waterfront-oriented commercial development. Housing development is not environmentally and economically feasible in this area due to a combination of environmental sensitivity, seismic and soil problems in an area composed mostly of ground fill, and the higher costs of development in such areas.

The basic infrastructure needed to serve new residences on in-fill sites is already in place throughout the City, but a history of inadequate sewer and street maintenance and street designs that are inappropriate for higher density housing may constrain development at some point in the future.

The **market constraints** are primarily severe pressures on housing and land costs, which make it difficult for the City to meet its goals for the preservation and production of housing affordable to low-income residents. The price of a single-family detached home in the city rose 142 percent between 1980 and 1988, for an average of \$250,000, although condominiums and other forms of shared ownership brought the overall average down to about \$190,000.

Rental housing is affected by high home purchase prices as well. Would-be homebuyers must either move to the outskirts of the region where lower home prices come at the expense of lengthy commutes, gentrify lower-income neighborhoods (often by converting housing from rental to owner-occupancy), or remain in the rental market, which increases the demand for higher priced rentals. Rents in the Bay Area rose 96 percent during 1980-88, and rents on new apartments in the Berkeley area typically range from \$600 for a studio to \$1,100 for a two bedroom. In Berkeley itself rents are controlled in most rental housing built before 1980 and increased by an average of only 55 percent, roughly the same rate as inflation.

It is potentially profitable, especially in areas close to transit lines, to convert housing to commercial and office use. Since passage of the Neighborhood Preservation Ordinance in 1973 this trend has been stopped. The City currently has an ordinance restricting conversion of property from residential to non-residential use. Similarly, the 1986 Residential Hotel Non-Conversion Ordinance restricts conversion of residential rooms to transient or tourist use.

The physical constraints on housing development also result in higher construction and development costs. In-fill development involves high urban land acquisition costs, demolition and site clean-up costs and the loss of economies of scale. There are very few vacant lots, so land costs inevitably involve the additional costs of acquisition and clearance of existing structures, or of integrating new development with all or part of an existing structure.

Development costs vary substantially depending on land costs, the size of the project and its amenities. A two-bedroom unit of 850 square feet in a multi-family low-rise apartment project can cost



from \$110,000 to \$180,000.

### **Typical Housing Development Costs, Berkeley, California**

#### **1) Land**

a) lots suitable for single family houses (8,000 - 10,000 sq.ft.)

Hills: \$175,000

Flatlands: \$90-125,000

b) lots suitable for townhouses & low-rise apartments

\$20-70,000 per unit depending on location

\$50,000 per unit average

**2) Site improvements & contingencies:** \$10-15 per sq.ft.

**3) Construction costs:** \$58-75 per sq.ft.

**4) Indirect costs:** \$16-20 per sq.ft.

(Includes architect, engineering, legal and consultant fees, plan check and approval fees, utility hook up, soils analysis, testing and inspection fees, appraisal, title recording and escrow fees, and others.)

**5) Financing:** \$6-8 per sq.ft.

**6) Developer overhead:** \$6-8 per sq.ft.

**7) Marketing:** \$5-6 per sq. ft.

Source: Discussions with housing developers, building valuation data used by the Codes and Inspection Division, actual and typical development proformas.

The Low Income Public Housing project, which put 61 units on 10 sites in 1988, cost \$122,000 a unit even with land costs reduced by public ownership of several sites. The 43 unit townhouse-style Sacramento Street project will cost over \$150,000 a unit by the time it is completed in late 1990. A new private townhouse development that has been proposed has estimated total development costs of \$200,000 per unit. A non-luxury single-family house with 1,500 square feet would cost about \$225,000. (According to the Bank of America Bay Area cost study of January 1987, typical construction costs for single-family housing with 1,570 square feet are about \$83,000. Assuming another \$40,000 in soft costs and land costs of \$100,000, total development cost would be \$223,000.)

While market pressures increase prices and make it difficult to meet housing goals for low-income residents, they also provide a major incentive for development of new housing and thus compensate, at least in part, for physical and environmental constraints. In addition, the City's rent stabilization program, which keeps most of its rental housing stock affordable to lower income residents, not only exempts new housing from controls but probably has the effect of increasing rents in the uncontrolled sector of the rental market, further increasing the incentives to develop new housing. This is because rent control allows lower income people to compete for housing on a relatively equal footing with



people with higher incomes, so the unmet higher-income demand shifts to the market alternatives of uncontrolled units and homeownership.

Financing is readily available for most purposes, but there developers seeking to build mixed-use projects have difficulty finding financing, as do people buying residential income property covered by rent control. Interest rates are not currently a serious problem, although they were in the early 1980s and may become so again depending on the policies of the Federal Reserve Bank.

Berkeley has sheltered a substantial part of its housing stock from these market pressures. Most rental housing is covered by rent controls and there are 900 units of subsidized housing and another 1,600 units covered by Section 8 rent certificates. This represents roughly 10 percent of the rental housing stock. Nonetheless, the stock of rent controlled housing is gradually declining as units are shifted to owner-occupancy, primarily in 1-4 unit properties.

**Intergovernmental relations** place major constraints on the City of Berkeley. The most equitable and broad-based tax is a national or state progressive income tax on all persons, individual and corporate. With the very limited funding now made available for housing subsidies by the Federal and State governments, which collect taxes on this basis, the City has inadequate resources to provide housing for its low-income residents. The number of Section 8 certificates available from the federal government is only a fraction of the need.

The California Supreme Court is currently reconsidering its interpretation of Article 34 of the state constitution. If this interpretation remains unchanged it will require a city-wide vote on every individual low-income housing project. This will make development a much more expensive and lengthy process.

**Local government constraints** also exist, although in most cases, housing-related ordinances in Berkeley encourage preservation and upgrading of existing housing. Each of Berkeley's constraints on housing production, serves the purpose of protecting other public values such as preservation of neighborhood amenities and the quality of life of Berkeley residents.

**Building Codes and Inspections:** Berkeley uses the Uniform Building Code without amendments. It also has a deadbolt lock ordinance which requires installation of deadbolt locks in all rental housing. This constitutes a minimal added cost and a major improvement in resident safety. It takes an average of 6 to 8 weeks to process building permits for a new house and 8 to 10 weeks for an apartment building. A typical new 2,000 square foot house with construction costs of \$58 a square foot would pay plan check and building, electrical, plumbing and mechanical inspection fees of \$3,546. For a typical new 500 square foot apartment unit with construction costs of \$62.50 a square



foot these fees would total \$1,307. The fees represent the actual cost of conducting the inspections and clearly reduce the per unit costs for construction of more affordable multi-family housing.

**Condominium Conversion Ordinance:** This ordinance prohibits conversion of rental units to condominiums, community apartments or stock cooperatives when the City's vacancy rate is under 5%. Conversion to limited equity cooperatives is permitted and development of condominiums in new buildings or formerly non-residential buildings is not affected. This restricts the conversion of rental units to owner occupancy, thus preserving the rental housing stock, which is typically affordable to lower income residents than is owner-occupied housing.

**Design Review:** Any exterior changes in a non-residential district are subject to design review by the Design Review Committee, whose members are appointed by the Board of Adjustments, the Landmarks Preservation Commission and the Civic Arts Commission. Any residential development in a commercial area is subject to design review. Decisions of the Design Review Committee may be appealed to the Board of Adjustments and the City Council. This process may delay or add to the cost of some residential projects. It plays an important role in reducing neighborhood concerns over multi-family mixed-use development and thus can also speed up the development process.

**Engineering Permits and Fees:** Water connection fees are set by the East Bay Municipal Utility District based on a sliding scale. Fees are lower for development at lower altitudes, which require less pumping, and for multi-family units, which are generally smaller and use less water than detached houses. Sewer connection fees are currently \$2,770 per unit, a figure which is based on the average number of fixtures in a detached unit. In one case a lesser per unit fee was negotiated for a multi-family project based on the number of fixtures in each unit. The City may wish to consider a change in the fee scale along these lines in order to further encourage second units and apartments. The fee is based on the contribution new construction must make to the reconstruction and expansion of the Berkeley sewer system. All other engineering fees are small permit fees and inspection fees based on an hourly cost. All fees are set based on actual costs to the City of the work required.

**Planning Fees and Permits:** A typical single family house that meets all zoning requirements would pay \$1,100 planning fees, including \$275 for public hearing notification to neighbors within 300 feet and \$827 for a use permit. A six unit apartment building that meets all requirements and did not need environmental review would pay \$2,000. In either case the process takes three to four months from the date the application is submitted, two to three months from the date the application is deemed complete, depending on the degree of neighborhood opposition. The process can be longer if an environmental review is required.

**Discretionary Review:** All housing construction in Berkeley is subject to discretionary review and requires a use permit from the Board of Adjustments. In the case of second units this procedure has allowed the Board to waive parking requirements on a routine basis without meeting the stringent



requirements of a formal zoning variance but in other cases it allows major delays and creates an unpredictable process with shifting demands.

**Inclusionary Zoning:** The City requires 20 percent of new units to be rented or sold at rates affordable to low income households in developments on land on which five or more units is a permitted use. Pursuant to the requirements of state law, density bonuses are granted where the development will be 25 percent low-income or 10 percent very low-income. The ordinance may decrease the profitability of some developments and thus may reduce the incentive to develop. The City believes that targeting a portion of new housing to meeting its low-income housing need is essential to its mandate to provide housing for people of all income levels.

**Landmarks Preservation Ordinance:** This ordinance protects "structures, sites and areas of special character or special historical, architectural or esthetic interest or value" from unnecessary destruction or alteration. It covers only 72 residential properties but could prevent the construction of in-fill units through more intensive use or a change in use of a covered property.

**Neighborhood Preservation Ordinance:** Passed in 1973, only Section 5 is still in effect. This section requires permits for demolition of structures containing residential units and that provision be made for relocation of any displaced residents. This section may inhibit some replacement of existing housing, but only in very marginal cases where tenant relocation costs or the costs of replacing demolished units would make the difference.

**Public Parks and Open Space Preservation Ordinance:** Passed in 1986, this ordinance specifies that the voters must approve use of any public park or public open space owned or leased by the City for any purpose other than parks or open space. This may impede use of vacant City land for housing.

#### **Rent Stabilization and Eviction Control:**

**(a) New Construction.** Despite the exemption of all new construction, some prospective developers may be deterred by the fear that a new law might extend controls to their property. There is no evidence that rent control has actually had this effect or reduced new construction. Indeed, the City is currently experiencing substantial growth in privately developed housing. Indeed, the City's rent stabilization program, probably has the effect of increasing rents in the uncontrolled sector of the rental market, further increasing the incentives to develop new housing. This is because rent control allows lower income people to compete for housing on a relatively equal footing with people with higher incomes, and the unmet higher-income demand shifts to the market alternatives of uncontrolled units and homeownership.



**(b) Maintenance.** Since rent increases to pay for capital improvements require following the Individual Rent Adjustment process, some owners say they are inhibited from making repairs due difficulties obtaining financing, a desire to avoid paperwork and a wish to avoid potential conflict with tenants. At the same time, the rent stabilization and just cause for eviction ordinance makes it very difficult to retaliate against tenants who lodge complaints about code violations. This enables the City's code enforcement process, which depends on tenant complaints, to function more effectively.

The Bay Area has probably lost more housing affordable to lower income households than it has built since 1980. Berkeley is exceptional in having actually met 96% of its 1980-1990 lower income housing production goal while preserving most of its existing affordable housing through rent stabilization and anti-conversion and demolition legislation.

**Residential Energy Conservation Ordinance:** This ordinance requires all residential structures to meet specified energy conservation standards before they are sold or exchanged. Required expenditures are limited to \$1,000 for one unit structures and \$.50 a square foot for multi-unit structures. This ordinance reduces ongoing housing costs in the long run, and the initial capital investment is too small to be a real constraint.

**Zoning:** A detailed discussion of the effects of the zoning ordinance is under the General Plan further on. In a built-up city such as Berkeley, zoning which protects existing uses inherently restricts in-fill at increased densities. However, Berkeley compensates for this by encouraging development in mixed-use areas along transit corridors. About one third of the City is zoned to permit multi-family uses (three or more units per parcel), another third for two-family parcels and another third of the City is zoned single family . Second units are a permitted use throughout single-family zones.

**Consistency between the Housing Element and other elements of the General Plan** is essential if the element is to be a meaningful guide to city policy. While Berkeley's General Plan places certain constraints on the development of new housing, it also provides clear avenues by which the City can meet its housing goals. As shown in the review of past accomplishments, this high-density, mixed-use in-fill strategy is working well.

#### **General Plan Policies and Land Use:**

The purposes of Berkeley's residential land use policies are to protect the character and value of the existing neighborhoods, while channeling most new residential development into downtown and commercial areas located along transit corridors. In most residential areas City policy, as stated in the 1977 Master Plan, is to: "Preserve the character of lower density residential areas (less than 50 persons per residential acre) and their complementary churches, schools and parks" (Policy 1.10) and "In existing higher density areas (50 or more persons per residential acre) permit new development



only if its projected density does not exceed the Master Plan density for the area and the project is compatible with surrounding existing uses" (Policy 1.11).

Each district has differing requirements which may affect construction of residential buildings. The most restrictive district is R-1, which allows only single-family homes, second units and foster or family care homes with no more than six people. The R-1 district requires 5,000 square foot minimum lot size, with a three story (35 foot) height limit and maximum lot coverage of 40 percent, a front yard setback of not less than 20 feet, side yard set-backs of 4 feet (with certain exceptions) and a rear yard of 20 percent of the depth of the lot. These requirements are reduced as increasing densities are allowed, with a further reduction for mixed-use development in commercial areas. Setback and lot coverage requirements do not create a substantial constraint beyond that already created by the allowable unit densities.

Downzoning of most residential areas of the city has created a situation which may interfere with maintenance and improvement of some obsolete, poorly constructed or poorly maintained structures. When they have more than the number of units currently allowed in their neighborhood, even if they could more economically be demolished and replaced, rather than renovated, the zoning will not permit replacement. The City is considering revisions to zoning in the South Berkeley area which may involve downzoning in that area but also may involve further steps to encourage use of density bonuses.

The Master Plan compensates for these constraints with Policy 1.12, "Encourage new residential development in appropriate locations in the Central District and along major commercial arterials". Over the past five years the City has created new mixed-use zoning rules which encourage mixed-use and apartment construction in several neighborhood commercial areas and is preparing a downtown plan which also provides incentives for housing construction. The North Shattuck and Telegraph Avenue mixed-use zoning has already lead to approval of two privately developed apartment projects with 36 and 47 units, the largest private housing developments approved since passage of the Neighborhood Preservation Ordinance in 1973.

The Transportation Element of the Master Plan also affects housing development. Housing in and around commercial areas is also supported by Policy 2.51 of the Master Plan, "In locations well served by transit, permit the reduction or elimination of parking requirements in new residential developments or its location in existing parking structures." In the Telegraph Commercial District buildings are not allowed to create off-street parking, and on-street parking permits are not allowed to residents of new buildings. This reduces the cost of residential construction in the area, while discouraging auto use. Policy 2.59, "Discourage public on-street parking for storage of cars associated with residential units" and Policy 2.61 "Encourage provision of sufficient off-street parking for new construction in low-



density areas" lead off-street parking requirements of one space per unit and one space per thousand residential square feet in buildings with ten or more units. While this increases the cost of housing

and reduces the number of units that otherwise could be built, it is one of the lowest parking requirements in the Bay Area and closely matches the actual level of car ownership in Berkeley.

The Safety Element of the Master Plan recognizes that abatement of seismic, fire and flood-related hazards may create relocation problems for people who lose their housing permanently or temporarily. In addition, safety upgrading may increase the cost of housing and decrease affordability. The element states that "in all cases, adequate measures should be provided to prevent undue economic hardship or relocation problems to the affected people." In the wake of the Loma Prieta earthquake of October 1989, the City is working on policies to try to reconcile these urgent goals as they apply to unreinforced masonry buildings.

The Citizen Participation Element sets the groundwork for an extensive and open review of all building decisions. This is a source of lengthy delays in granting building permits to controversial proposed projects - on the other hand it ensures that all relevant issues are thoroughly discussed, including potential mitigations and alternatives. The alternative to such a system is not necessarily speedy approval of well designed and appropriate projects but may well be the speedy disapproval of projects and lower quality in those that are approved.



## G. Berkeley's Regional Share of New Housing

Berkeley regional share of new housing allocated by ABAG for the period 1988-1995 totalled 1,714 units. Since 1988, 160 units have been added and another 380 units have been approved. In addition, the University has approved the equivalent of 427 units (47 of these are to be apartment-type housing units) of new student housing which can be counted towards meeting the City's goal leaving a remaining need for 1990-95 at 747 units, or 150 units a year. New construction in the next five years is expected to be undertaken by both public (mainly the University) and private developers (both for-profit and non-profit entities or individuals). Both single-family and multi-family housing expected to be created will help address the needs of the various household types and income groups within the City. It is important to note, however, that these are only projections and that the number of actual units created may be below or above the number for which the City must plan.

Multi-family housing constitutes the greatest percentage of new housing projected. In accordance with the City's General Plan, such housing is likely to be constructed near commercial/transportation/employment nodes. Potential units are likely to be built in locations where Area Plans have been or are being completed (Downtown, South Berkeley, and West Berkeley) and the South Campus area (C1-T District). Mixed commercial-residential usage is seen as a way to create needed housing, reduce environmental impacts and revitalize those districts. Housing which has yet to be constructed and for which approval has not been received is discussed below. Also included in this section are: (a) a chart of actual, approved, and proposed housing to meet ABAG's housing needs determination for Berkeley for the 1988-95 and, (b). maps and charts of potential development sites. More than half of the City is zoned to allow multi-family housing. Residential usage is allowed in commercial and manufacturing zoned areas. Both the number of vacant or underutilized parcels are more than sufficient to allow the creation of units necessary to meet Berkeley's new housing needs for the period 1988-95 as determined by the Association of Bay Area Governments (ABAG).

### Potential New Housing Sites

A summary of type and location of new housing to meet Berkeley's regional share is contained below and is followed by a more detailed account of each area.

#### Multifamily Housing

b. Downtown Area Plan Area:	242 units
a. U.C. Student Housing:	
residence halls (175 Southside Campus, 25 Northside Campus)	200 units
apartments (South Shattuck Corridor)	75 units
c. West Berkeley:	60 units
d. South Berkeley:	35 units
e. Scattered citywide:	25 units



Single Family

- |                             |          |
|-----------------------------|----------|
| f. Single family scattered: | 65 units |
| g. Second units scattered:  | 45 units |

**1). U.C. Student Housing - 275 units (Southside 175, South Shattuck Corridor 75, Northside 25 )**

According to the University of California Long Range Development Plan, U.C. Berkeley plans to build from 2,500 to 3,585 beds (equivalent to 1,250-1,792 units) of student housing in the next 20 years. Most of the lower division student housing is planned to be built on University-owned property; 175 units in the Southside area, and 25 units on the Northside of campus (total 200 beds in dormitories). According to the University, upper division and graduate student housing will likely be built on private property in the Downtown and South Shattuck corridor (155 apartments). The University has chosen the Downtown and the South Shattuck corridor because of their proximity to campus and because there is considerable vacant or underutilized parcels in those areas.

In general, the City is encouraging student housing on University land because it will reserve a greater portion of the existing private housing stock for other Berkeley residents and will allow students to live in Berkeley, rather than commute from other location thus reducing the City's traffic problem. Vehicular traffic generated by U.C. student attendance is expected to be even further reduced because of the expected location of student housing within walking or bicycling distance of the campus. The Southside is mainly zoned R-4 which allows three stories but allows construction of up to six stories, not to exceed sixty five feet; lot coverage permitted is 35% to 40%. Although the University is not subject to the City's zoning regulations, the City is strongly urging that institution to do so. The University has not provided any figures as to what portion or which of total planned new student housing it will develop in the coming five years. The 376 units number above represent about 1/4 of the numbers for the 20 year period.

**2). Downtown Core and Subarea - 242 units**

The Downtown Area Plan strongly encourages mixed use developments that include retail, residential, and office use. The Draft Plan states:

"With people living in the downtown, it becomes a more vibrant and social place; new retail uses will move in to provide services for the residential market; and new housing development can begin addressing the City's severe housing shortage. Ideally located for regional access and commercial services, Downtown Berkeley has the potential to become an important residential district for individuals who desire a moderate density, urban lifestyle, close to regional transportation network and employment. The plan supports market rate housing and housing to serve the University community, as well as low and moderate income housing. Problems associated with Downtown housing include the high cost of development and the cost of providing parking for new area residents."



Approximately 50 units of Single-Room Occupancy will be added if the YMCA solidifies its expansion plans. About 5 acres in the South Shattuck corridor has been identified as appropriate for mixed retail/residential development. Other potential development sites are scattered throughout the downtown core and subareas of the downtown.

Most of the Downtown is zoned C-2 (high density). Mixed commercial/residential use is encouraged and joint live/work quarters are also allowed. The current C-2 zoning allows a height limit of up to 100 feet and a floor area ratio (FAR) of 6.0:1. A part of the Downtown (around Milvia Street) is designated as a transitional area with height limits of 50 feet and maximum FAR of 3.0:1. These zoning regulations will expire upon adoption of the Downtown Area Plan which is expected to occur within 1990. The Draft Plan proposes maximum heights ranging from 40 feet in the Downtown subareas to 65 feet (with a maximum bonus of 87 feet seven stories). As can be seen in page III-34, if 16 of the vacant or underutilized parcels in the Downtown included residential units, it would be possible to create a total 696 units in the 15 year period.

#### **c). West Berkeley - 60 units**

Development of additional units in West Berkeley are expected to be in mixed commercial/residential developments and in underutilized single story properties along the San Pablo Corridor or other underutilized parcels in West Berkeley. Some mixed/use residential and live/work units may also be created in the manufacturing district which allows residential use as well. The 60 unit figure represents a mid-level of development falling between the 50 to 120 residential units increase presented in the three alternative scenarios in the December 18, 1989 "West Berkeley Area Plan Working Draft".

The West Berkeley area includes a variety of zoning district ranging from special industrial to manufacturing to commercial and residential usage. In addition to the residential districts in the area which allow single and multi-family units, residential usage (including live/work), is permitted in the commercial (C-1) and manufacturing (M) districts as well. It is the one area with the most vacant or underutilized part of the City. A recent staff survey of that area shows that there is a total of 51 vacant parcels and 21 underutilized parcels in that area. Of these 47 of them (150,000 square feet) could possibly be used for housing. The San Pablo corridor, where multi-family housing is most likely to be built has 11 vacant parcels (approximately 75,000 square feet) and at least four underutilized parcels. The residential core has five vacant parcels suitable for housing development.

Single family units could be added to the residential core. Multi-family housing in mixed residential - commercial projects could be located along the many vacant or underutilized parcels on San Pablo Avenue, Gilman, and University Avenue zoned commercial. Under the C-1 District's maximum height

limit is up to six stories (with use permit), the M district has a height limit of three stories. There are no zoning constraints to the creation of an additional 60 units in this area.



**d). South Berkeley - 35 units**

An increase of 35 units is projected for the South Berkeley Area Plan boundary area for the next five years ( one third of the 104 units projected for a 15 year period in the South Berkeley Area Plan). Multi-family housing is expected to be located along mainly along the Ashby, Sacramento, Adeline, and Shattuck commercial corridors (scattered single-family housing and second units are counted separately). The Lorin Station Plaza project is included in the above number. That project will create 16 units of housing for households with incomes 60% of median or below. That project is receiving City assistance but has not come before the Board of Adjustments for approval.

Areas in South Berkeley where multi-family housing is expected to be created are zoned C-1 (limited Commercial) and C-1-SA (South Area Commercial), and C-1C (Neighborhood Commercial). All these allow, and in fact, encourage mixed commercial/residential usage and live/work use as well. The C-1-SA and the C-1C allow greater height densities for residential usage. Height limits are two stories; however, three stories are allowed if the third story is for residential use. In the South Shattuck corridor up to five stories are allowed if third, fourth, and fifth stories used for residential purposes solely. Permitted floor/area ratio is four to one.

**e.) Other Multi-family Housing -25 units**

One or two small projects may be undertaken in areas zoned for multi-family housing other than the Downtown, West Berkeley, or South Berkeley. Some of the units may be built on property owned by the Berkeley Unified School District. At this time, the school district is assessing potential uses of its properties and has not determined which properties it will develop to raise revenues.

**f). Single-family housing on vacant lots citywide, 65 units**

Because Berkeley is a built-up City with occasional vacant lots located throughout the residentially-zone area, the 75 projected units are expected to be scattered citywide.

**g). Second units - citywide, 45 units.**

Infill new construction (i.e., building in an area already developed) is generally recognized as being environmentally sound and a good way to help meet the City's new housing need. Second units are encouraged in the Goals and policies section of the Housing Element. The 50 units represent the same level of construction undertaken in the last five years . They, too, are expected to be scattered citywide. Second units are allowed in all residential districts on parcels that contain a minimum of 4,500 square feet. A second unit can be no more than 25% of the gross floor area of the main dwelling, and no greater than 640 square feet. One parking space for each newly constructed second unit is required but the Board of Adjustment can waive this condition when mitigating circumstances are present.



Rationale for Income Ranges in the "Additions To Housing Stock" Table.

#1 Private These are all projects that have either already been completed or have been approved. The income breakdown of the units could be derived directly for each of these projects. For the two projects that are projected, the total number of units and income breakdown have already been determined.

#2 University Figures are taken from the University's Long range Development Plan and an estimate of units expected to be completed by 1995 was taken. Although over two-thirds of students in Berkeley could be regarded as low income, it is impossible to determine overall family income, so the income breakdown of the units was equally distributed.

#3 City Assisted All these are projects that are either completed or approved. Income breakdown was derived directly from each project. The Lorin Station project is currently under review, and the income breakdown of the units has also been predetermined.

#4 Area Plan Growth Figures are within the total housing units projected under each area plan, and an estimate of the number expected to be completed by 1995 was taken. The income breakdown of units was derived by making a reasonable estimate of the kinds of housing that would be constructed in each area, e.g. The Downtown area would be likely to have a greater percentage of above moderate housing, with low/very low units constructed under inclusionary zoning requirements (One unit in five).

#5 Other vacant The majority of construction on vacant land in the City is in the Hills area where the greater majority of vacant land is located. These would be almost solely single family homes in the moderate to above-moderate range. The total is a five year projection based on the current rate of construction (from building permit files).

#6 2nd Units/Conversions As with vacant, this is a five year projection based on current rates of construction. Income breakdown is based on the concept of 2nd/converted units inherently being for the lower income range.



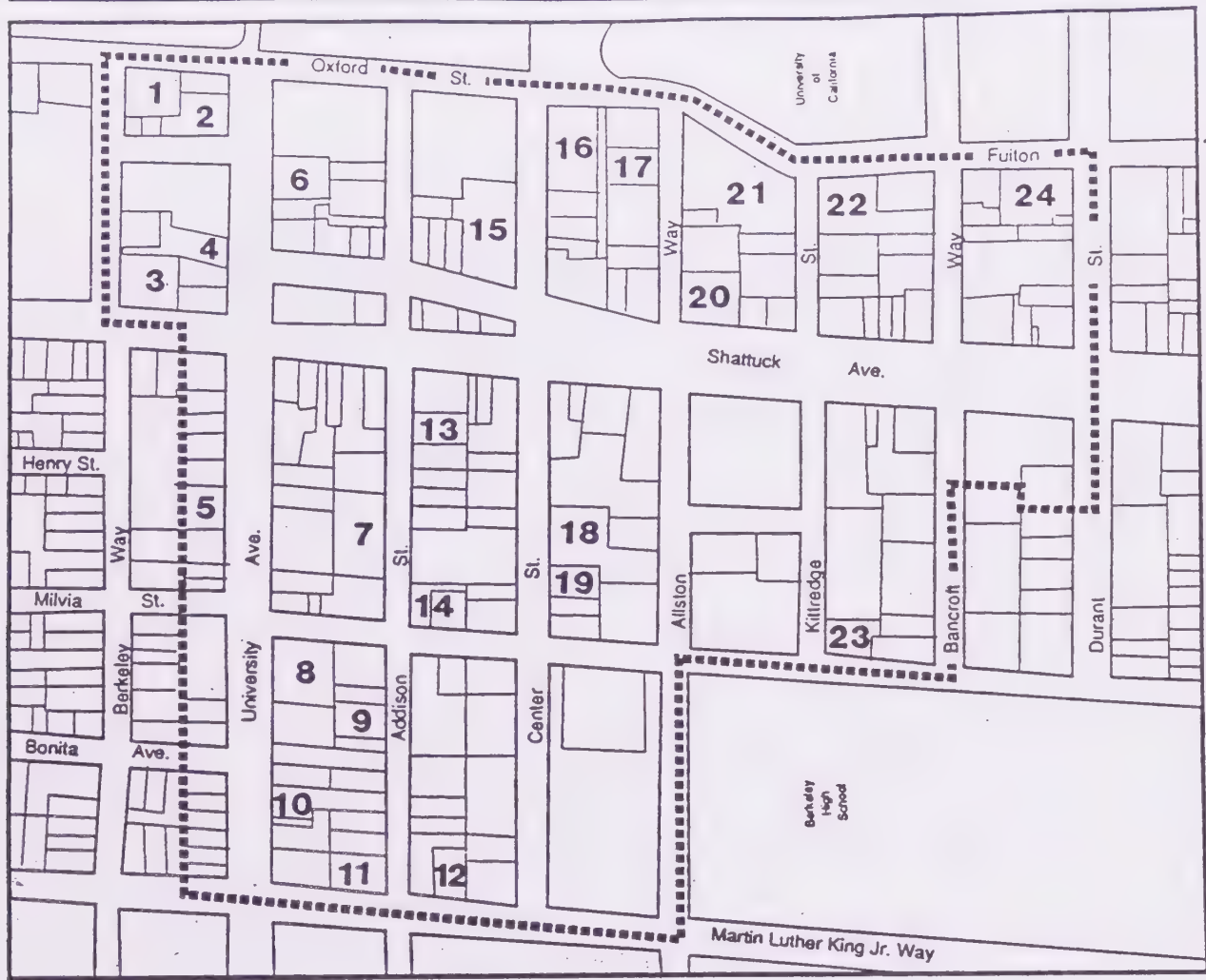
ADDITIONS TO HOUSING STOCK 1988-1995

PROJECT	INCOME		LEVEL	SERVED		OCCUPANCY		LOCATION	STATUS
	Very Low	Low	Mod	Above Mod	Project Total	Owner	Renter		
=====									
#1 PRIVATE									
DURKEE	0	7	10	0	17	0	17	WEST BERKELEY	COMPLETED
MANASSEE	0	7	10	0	17	0	17	WEST BERKELEY	COMPLETED
SHATTUCK/ROSE	0	7	0	29	36	0	36	HILLS	APPROVED
TELEGRAPH/PARKER	0	4	13	0	17	17	0	SOUTHSIDE	APPROVED
DURANT/FULTON	199	0	0	0	199	0	200	SOUTHSIDE	APPROVED
YMCA	25	25	0	0	50	0	50	DOWNTOWN	PROJECTED
HEARST	0	5	5	0	10	0	10	SOUTHSIDE	PROJECTED
2452 BANCROFT	0	10	37	0	47	0	47	SOUTHSIDE	APPROVED
TOTAL PRIVATE	224	65	75	29	393	17	377		
=====									
#2 UNIVERSITY *									
FOOTHILL HOUSING	95	95	95	95	380	0	380	NORTHSIDE **	COMPLETED
NORTHSIDE	6	6	6	7	25	0	25	NORTHSIDE **	PROJECTED
SHATTUCK/CHANNING	11	12	12	12	47	0	47	SOUTHSIDE	APPROVED
SOUTHSIDE	43	44	44	44	175	0	175	SOUTHSIDE **	PROJECTED
SOUTH SHATTUCK	18	18	18	21	75	0	75	SOUTH BERKELEY	PROJECTED
DOWNTOWN	20	20	20	20	80	0	80	DOWNTOWN	PROJECTED
TOTAL UNIVERSITY	193	195	195	199	782	0	782		
=====									
#3 CITY ASSISTED									
3000 BLOCK	4	7	11	0	22	0	22	SOUTH BERKELEY	APPROVED
LORIN STATION	11	5	0	0	16	0	16	SOUTH BERKELEY	PROJECTED
DELAWARE HIST. DIST.	8	0	10	9	27	0	27	WEST BERKELEY	COMPLETED
L.I.P.H	61	0	0	0	61	0	61	SCATTERED	COMPLETED
FIFTH STREET	0	3	0	0	3	3	0	WEST BERKELEY	COMPLETED
TOTAL CITY	84	15	21	9	129	3	126		
=====									
#4 AREA PLAN GROWTH									
DOWNTOWN	15	34	60	54	163	20	142	DOWNTOWN	PROJECTED
WEST BERKELEY	22	22	16	0	60	30	30	WEST BERK.	PROJECTED
SOUTH BERKELEY	5	9	5	0	19	4	15	SOUTH BERK.	PROJECTED
=====									
#5 OTHER VACANT	0	0	34	78	112	85	27	CITYWIDE	PROJECTED
=====									
#6 2nd UNITS/CONVS.	14	14	28	0	56	10	46	CITYWIDE	PROJECTED
=====									
TOTALS	557	354	434	369	1714	169	1545		

\*\* University-owned land

\* University LRDP gives bed totals. These are unit totals based on 2 beds= 1 unit.





DOWNTOWN AREA PLAN

**Figure 4**  
**Location of Parcels with**  
**Additional Development Potential**

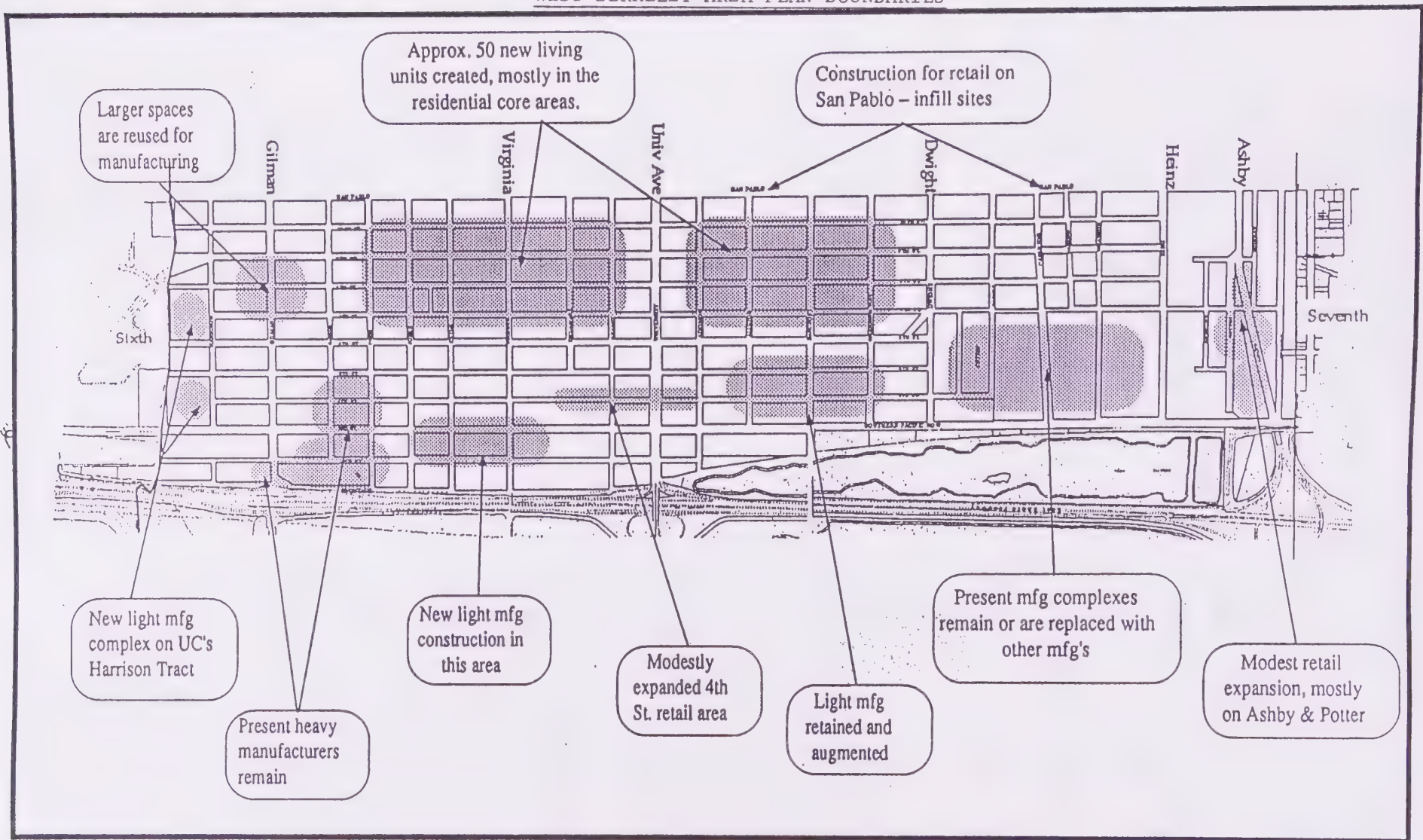




Detailed Description of Low Intensity Development Alternative

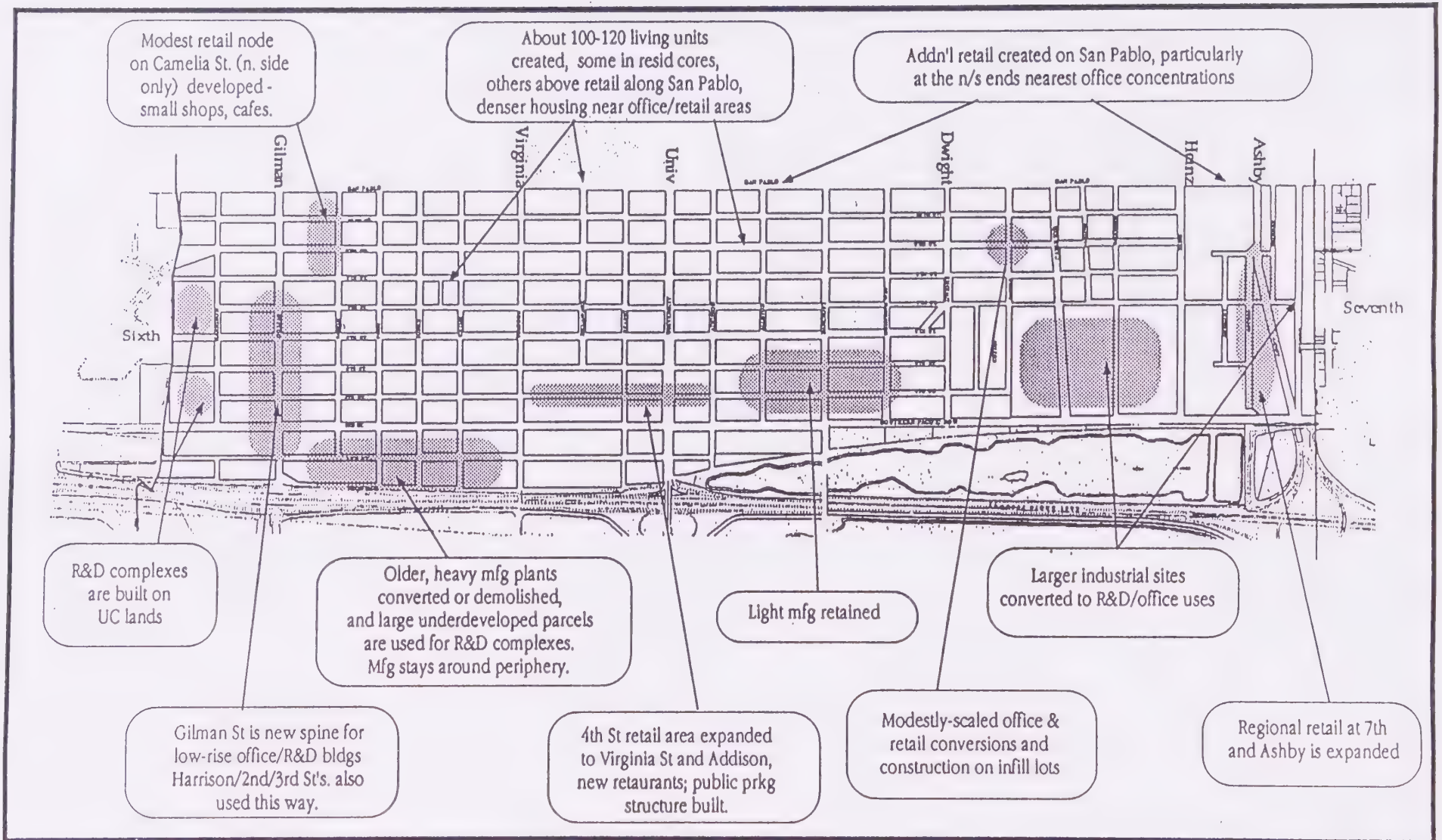
	<u>Block and Parcel #</u>	<u>Location</u>	<u>Subarea<sup>a</sup></u>	<u>Buildout Structural Development (square feet)</u>	<u>Housing Units Included<sup>e</sup></u>	<u>Parking Spaces<sup>c</sup></u>	<u>Upper 2 Floors Resi- dential<sup>h</sup></u>	<u>Total Development<sup>d</sup> (square feet)</u>
1.	2045-2	Oxford	2	36,700	40	26	Yes	45,800
2.	2045-4	University	2 (SU)	29,900	33	21	Yes	37,300
3.	2046-1	Shattuck	3 (SU)	42,300	46	30	Yes	52,800
4.	2046-9	University	3 (SU)	28,600	31	20	Yes	35,600
5.	2053-8	University	3 (SU)	29,800	33	21	Yes	37,200
6.	2034-12	University	3 (SU)	33,100	36	24	Yes	41,500
7.	2025-9	Addison	1 (C)	57,600	0	57	No	77,500
8.	2024-1	University	3 (SU)	55,200	61	39	Yes	68,900
9.	2024-5	Addison	3	26,200	28	18	Yes	32,500
10.	2024-10-2	Univ./Addison	3 (SU)	43,800	48	31	Yes	54,600
11.	2024-13	MLK	3	29,900	33	21	Yes	37,200
12.	2022-9	MLK	3	24,300	27	18	Yes	30,600
13.	2023-25	Addison	1	22,800	0	23	No	30,900
14.	2023-16 & 17	Milvia/Addison	1	31,600	0	31	No	42,400
15.	2032-5-3	Shattuck/Center	1 (C)	84,100	0	84	No	113,500
16.	2031-1 & 2	Center	2	86,200	95	61	Yes	107,900
17.	2031-3	Allston	2	29,000	31	20	Yes	36,000
18.	2026-11	Allston/Center	1 (C)	67,600	0	68	No	91,400
19.	2026-10	Allston/Center	1	21,600	0	22	No	29,300
20.	2030-1	Allston	1	57,800	0	58	No	78,100
21.	2030-3-4...7	Pkng. Lot (City)	1					
22.	2029-2-4	Oxford/Kittredge	2	62,300	69	45	Yes	78,000
23.	2028-13	Kittredge/Milvia	3	27,500	30	19	Yes	34,100
24.	1893-2...5	Fulton/Durant	3	50,100	55	36	Yes	62,700
Study Area Total				977,800	696	1,595 (794 below grade)		1,255,700



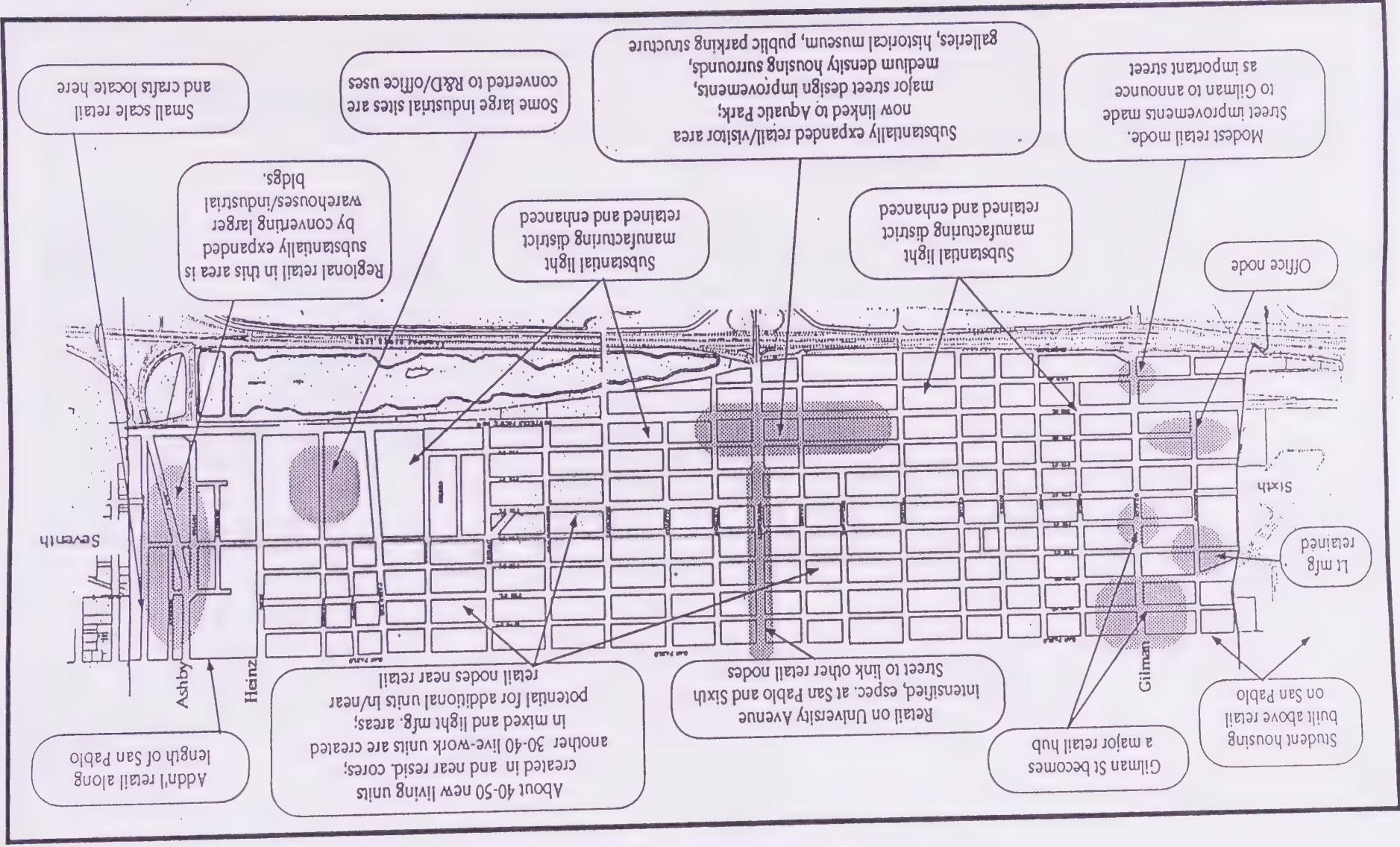




# WEST BERKELEY AREA PLAN BOUNDARIES









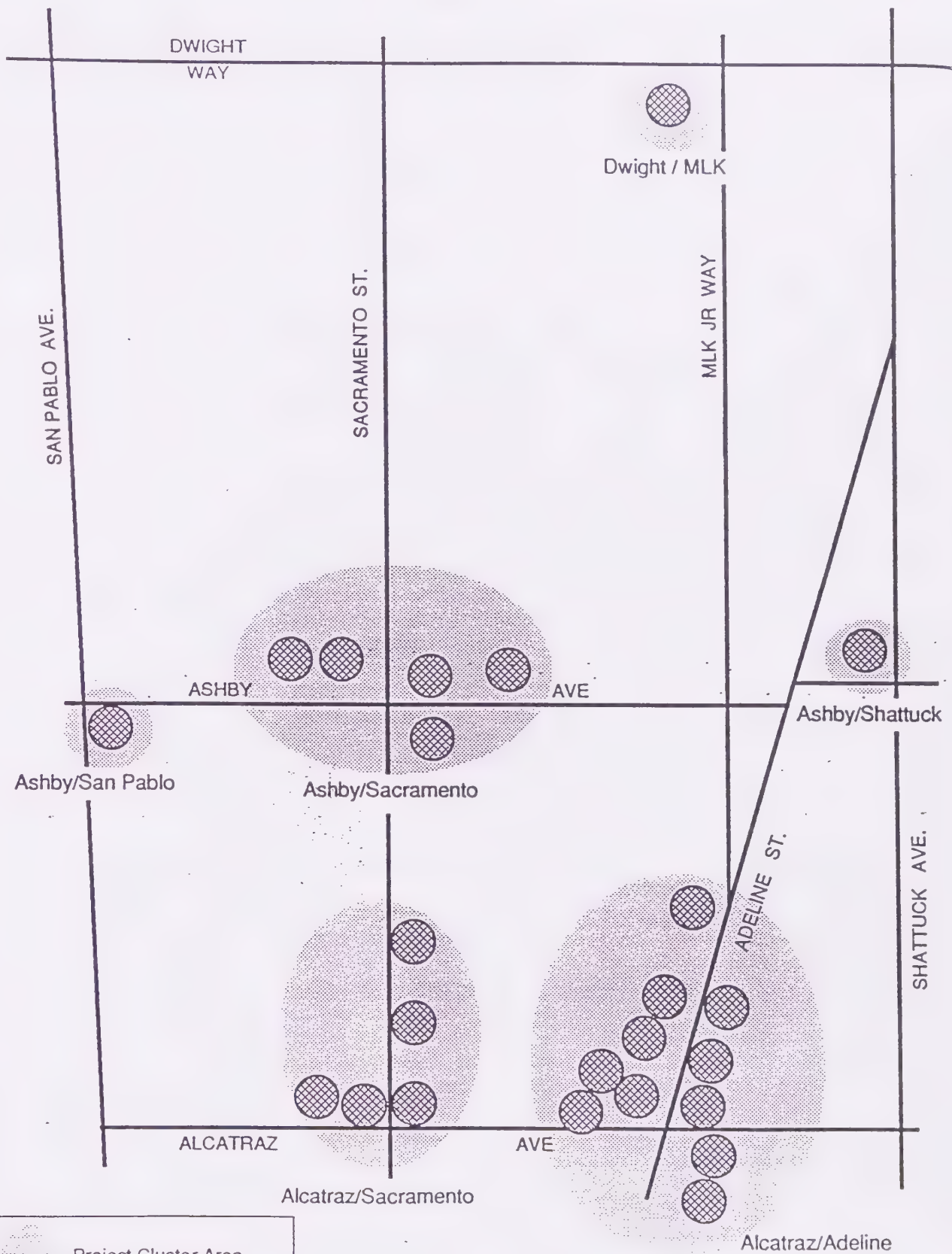
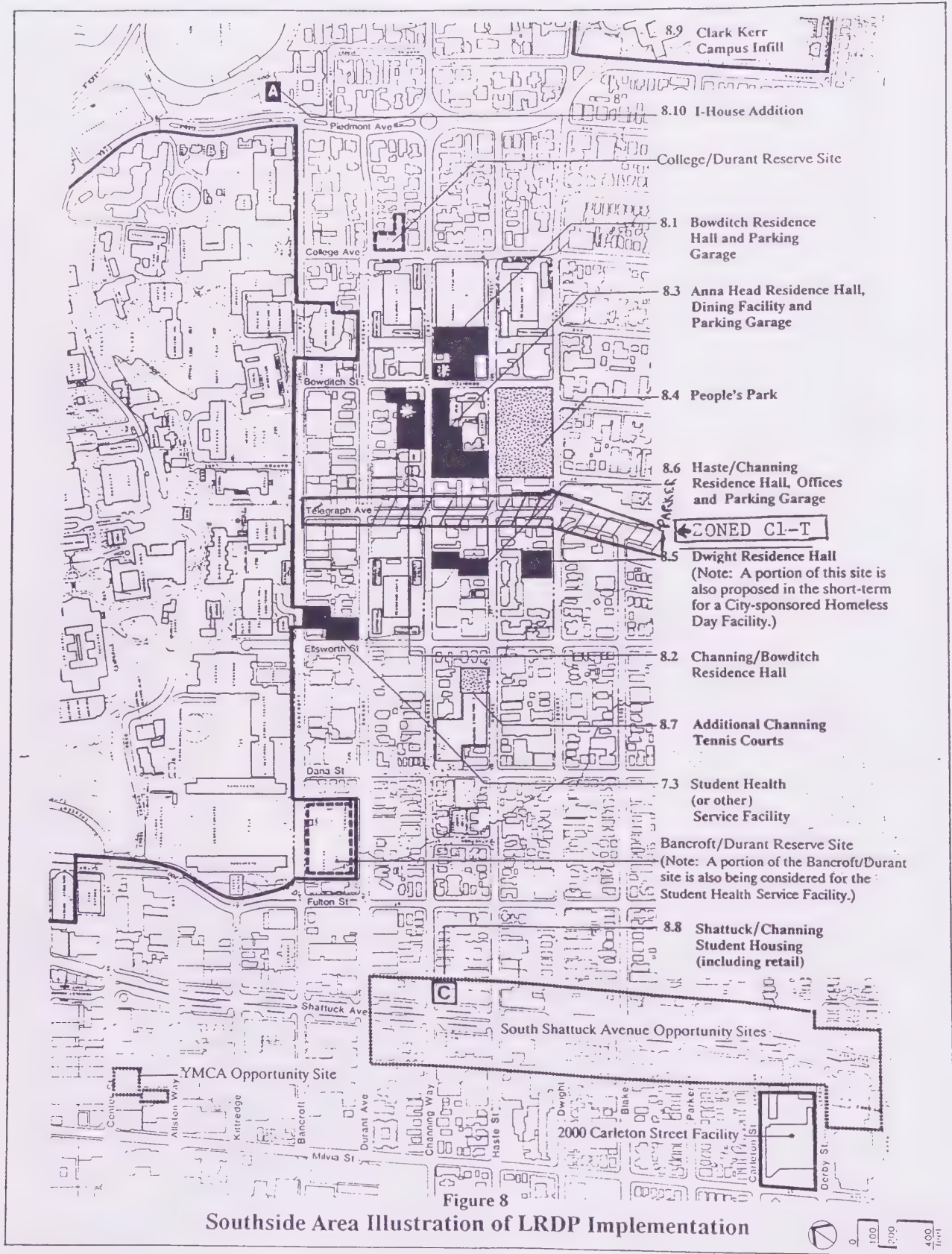


Figure 17  
PROJECT CLUSTER LOCATIONS

SOUTH BERKELEY PLAN EII







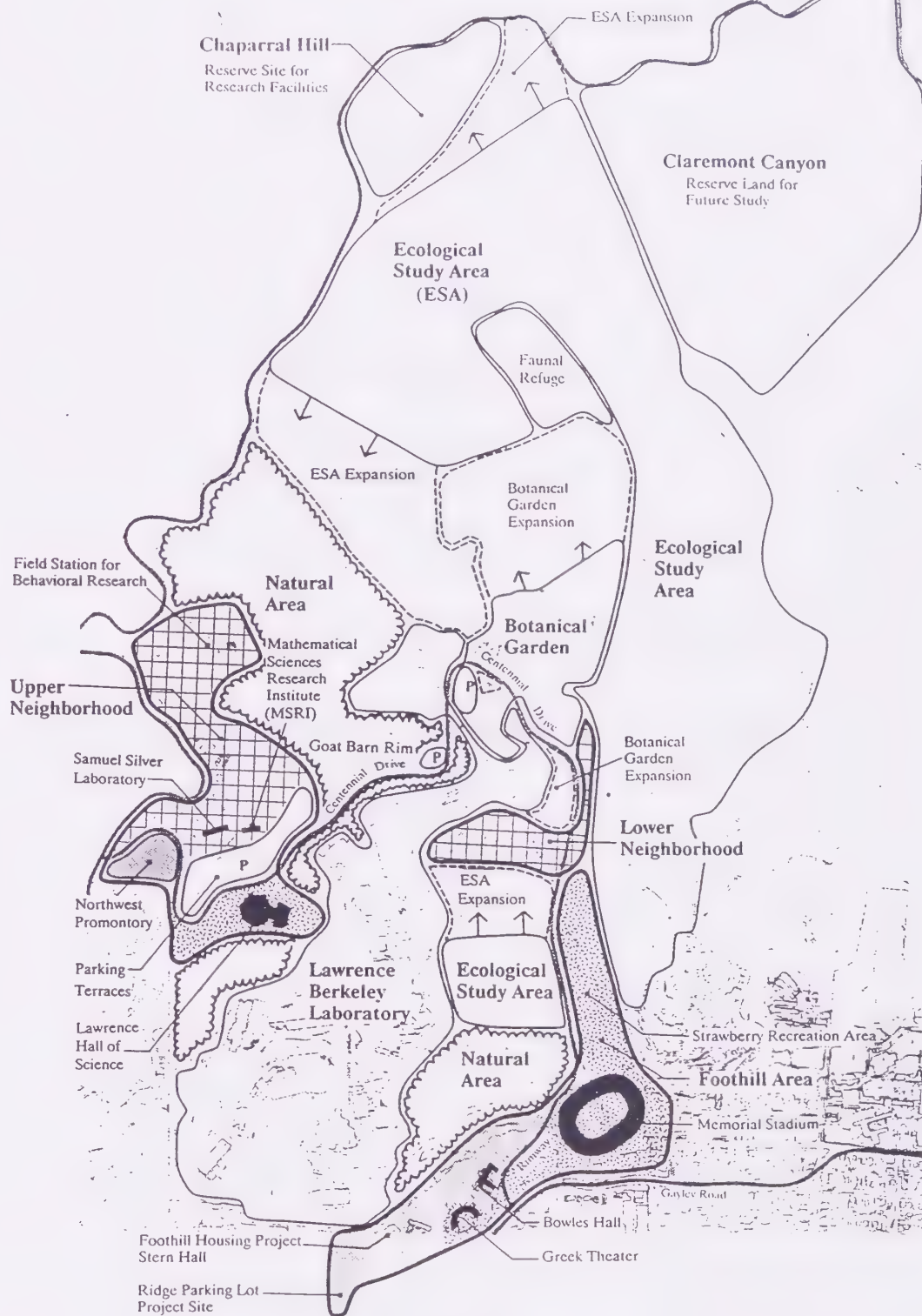
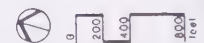


Figure 9  
Hill Area Land Use Planning Zones



### Hill Area Land Use Planning Zones



Housing



Recreational and  
Cultural Facilities



Parking



University Research  
Facilities



**Sites Which Could Be Developed With Minimal Impact On School Operations**

KOMAR's initial evaluation suggests that a number of sites could probably be developed, at least in part, with little or no impact on school operations. These are listed below, with a brief description of the type of development opportunity.

- |     |                   |  |
|-----|-------------------|--|
| 1.  | West Campus       | Major mixed use (commercial and residential) project.  |
| 2.  | East Campus       | Major multi-family residential.  |
| 3.  | Hillside          | Rehab/conversion to residential or institutional use.  |
| 4.  | MLK Jr High       | Two-family residential on northeast site of approximately 1.5 acres  |
| 5.  | BHS Tennis Courts | Multi-family residential.  |
| 6.  | Thousand Oaks     | Ideal site for 25-30 multi-family senior residential project on 25,000-30,000 sf of the southeast corner the site. |
| 7.  | Cragmont          | Sale of 3-5 sub-divided single-family lots.  |
| 8.  | Franklin          | Small retail center on 25-30,000 sf of San Pablo frontage, possibly with some residential on top.                  |
| 9.  | Whittier          | Ideal site for small senior multi-family residential on approximately 27,000 sf of site nearest to Shattuck Ave.   |
| 10. | Washington Annex  | 8 units of two-family residential on parcel on McKinley across from school.  |
| 11. | Le Conte          | 6 units of two-family residential on 3 lots at corner of Fulton and Oregon.  |

These sites could be generating up to \$2.5 million in annual revenue within five years.



**SECTION IV**

**PROGRAMS AND ACTIVITIES**







## **IV. PROGRAMS AND ACTIVITIES**

### **A. General Evaluation of 1985-1990 Programs/Activities Accomplishments and Focus for 1990-95**

The Program and Activities Section describes program accomplishments, difficulties, unexpected windows of opportunity and creative approaches to meeting housing goals. It discusses experience gained and the future program focus which we need to achieve the goals for the next five years. An overall evaluation of the City's last five-years experience and general policy direction is followed by a summary of specific programs and activities and the goals and policies they address. This summary is followed by a detailed description, past experience and future plans for each program or activity.

#### **1. Funding**

Berkeley has done quite well in obtaining federal grant/loan monies. Under the Section 8 programs, \$8.5 million was expended in housing subsidies for more than 1700 units in FY 1989-90 alone, with another \$1.2 million being made available for administrative costs. Its CDBG, federal Rental Rehabilitation and Emergency Shelter Grant entitlements are among the highest in the Bay Area on a per capita basis, and currently bring in \$2.9 million annually. Another area of achievement was in the amount that the non-profit organizations working with the City were able to raise. More than \$2.5 million was raised over approximately a three year period (about \$1,145,000 in 1989-90). Moreover, these figures do not include other assistance offered by local churches, groups, and private individuals including food programs and transitional housing.

Federal and state housing cut-backs had a definite negative impact in Berkeley, as many housing projects had to be reduced, rejected, or postponed. One of the largest programs affected by federal cuts is the Community Development Block Grant (CDBG) Program. Program entitlement funding dropped every year and went from \$3.4 million in fiscal year 1984-85 to \$2.6 million in fiscal year 1990-91. This resulted in the elimination of programs such as the Municipal Loan Program, a large rehabilitation program aimed at low income elderly or disabled homeowners or homeowners with emergency repair needs. In addition, the City has reduced its funding for continuing programs and cannot fund new programs without cutting existing ones.

The largest federal and state housing program, one that has gone largely unquestioned, is the housing assistance given to middle and upper income homeowners through income tax deduction for mortgage interest payments. If this tax deduction were modified, even by disallowing deductions for second homes, substantially more funding could be redirected to provide low and moderate income housing.



In built-up cities with an older housing stock such as Berkeley, rehabilitation and maintenance are essential in meeting the city's housing needs. This component was seriously affected by funding cuts in the last five years. The Section 312 Rehabilitation Program was virtually eliminated during the 1985-89 period; the State Deferred Rehabilitation Loan Program had minimal funds in addition to extremely stringent requirements.

During the 1985-90 period the City has strengthened its housing production capability but financing for construction of new low-income housing has often been difficult to obtain. In 1986 the City arranged for revenue bond financing but by the time arrangements were complete the program became unnecessary as market rates dropped. Funding for the state Rental Housing Construction program was eliminated. The City had previous experience working with this program and Had funds been available the City assisted current housing projects, the Rumford Plaza Project ( also known as the 3000 Block Revitalization Project) , and Lorin Station Plaza could have been completed earlier and new projects considered. Monies were also unavailable for acquisition and rehabilitation of existing housing such as SRO buildings or buildings to convert to limited equity cooperatives.

Insufficient funding resulted in considerable loss of staff time and monies necessary to prepare funding applications ultimately rejected because of the tight competition. Examples include HUD rejection of a 1987 HODAG application to rehabilitate the Berkeley Inn. In response to a 1989 Request for Proposals (RFP), a second HODAG application was being prepared when HUD suddenly withdrew the RFP. A "Project Bootstrap" application was rejected even though the Berkeley Housing Authority (BHA) had previous experience with a similar program, the administrative capability to undertake it, and the other social services required to operate those programs successfully. An application for Section 8 Moderate Rehabilitation funds was also rejected.

Shortage of funding for housing often led to, or was intertwined with, a whole array of other difficulties encountered by local entities (as well as non-profits) in obtaining federal and state assistance. Constraints faced include:

- Meeting matching funding requirements. Lack of such funds resulted in needed projects having to be dropped (especially when combined with short deadlines for submitting proposals) and/or extensive use of staff time to locate additional funding. Particularly among emergency housing providers and other non-profit organizations, this diverts staff and resources better used to provide actual services.
- Insufficient monies for administering programs or regulations. This problem affects both non-profit organizations and the City as service providers try to find resources for program administration and for reporting to funding and regulatory agencies.
- Uncertain and sporadic funding cycles. This often results in hiring and training of additional staff



who then have to be dropped when funding is no longer available.

- Unrealistic deadlines. Many complicated forms need to be filled and detailed project information given even prior to acceptance of the typical funding application. Required consent from Council and Boards and Commissions and other agencies involved make deadlines hard to meet. Short deadlines also come in direct conflict with the need for community participation and approval. The City faces "catch 22" situations where compliance with Federal and State deadlines means that the City will be accused of riding roughshod over the community, but where failure to meet deadlines means the City will be unable to provide services the community wants.

- Lack of coordination between departments when more than one program and funding source is involved in a project. With reduced funding more sources of money are necessary to each project and this increases the number of different departments and programs involved.

Federal and state agencies encourage localities to raise their own resources to achieve housing goals. Towards this end, the City has used most of its Redevelopment Area tax increment funds for housing and is considering designating parts of South Berkeley as a Redevelopment Area as well. Such a designation would allow the City to retain a greater portion of any tax increments. In the last five years Berkeley citizens have been extremely conscientious about raising their taxes and fees to provide for better school and library services, for updating the City's sewer system, and for better street lighting. While the City exempts property owners with incomes below \$7,000 from most of those fees, the added taxes and fees have a negative impact on low income homeowners above that threshold. Increasing general property taxes even further will be difficult to accomplish. In the next five years, however, staff will be examining possible revenue sources to help achieve its housing goals.

## **2. Community Involvement**

Berkeley has had a very strong tradition of instituting innovative housing and other social service policies from the "grassroots" level up. In fact, virtually all of the major housing policies were initiated in this way including the Neighborhood Preservation Ordinance, rent and eviction control, inclusionary zoning, and important zoning regulations. Continuation of that tradition was also manifested in the 1985-90 period.

Also apparent during the 1985-90 period, however, was that people generally favorable to housing and shelter programs were opposed to the location of such programs close to them. A case in point was the creation of 61 scattered townhouses under the federal Low Income Public Housing Program. The number of units built was reduced from 75 to 61 and the City Council had to override extensive neighborhood objections at nearly every site. Salient lessons learned from that program were: 1) the importance of listening to the types of issues raised by neighbors early on and differentiating between founded and unfounded ones, 2) need to build community support at an early stage; (3) the importance of including a full range of views, which may involve making known the opinions of individuals who will



benefit from the programs and those less involved in traditional political organizations and entities in order to better understand what the community really wants, (4) the importance of linking housing with other public services to assist residents and address legitimate neighborhood concerns, (5) the importance of a strong management component to ensure that the units are well-maintained once completed.

Usually the protests fade away once developments are in place. The successful management of the LIPH units will serve as the ultimate indicator of the viability of such housing in the future. These lessons also apply to siting of programs for homeless services. Input from neighborhoods and surrounding businesses is needed to help with the planning of such projects. However, the City may have to consider a change in zoning ordinance to allow a site-by-right or zoning overlay classification for shelter services under strict guidelines which would protect the surrounding area from undue negative impacts.

The City's experience with the Delaware Street Historic District Project, the "D and E" housing rehabilitation Project, and Rumford Plaza, all of which target housing to people with a mix of income, indicates that new housing projects which include a variety of income groups are more acceptable to the neighborhoods. They are also in keeping with the City's goal of diversity maintenance. But in certain cases (e.g., creation of SRO's for the homeless or those at risk of homelessness) such a mix may not be possible. In these cases, size of the project and other operating guidelines may make the program more compatible with the area. A focus on multi-income developments also means that housing resources will not be necessarily targetted solely to those with the lowest income. The City can tap federal and state funding which are usually available for households with incomes of 60% of median or below. Subsidies for those with incomes from 60% to 100% of median will also have to be made available to achieve a diverse income group mix because many households in that income group cannot afford new housing without subsidy.

As new housing developments are proposed, issues concerning appropriate density, environmental impacts, and regional "fair share" are taken out of the theoretical realm into concrete situations and elicit major public participation. There has been strong, and ultimately healthy, debate between individuals and groups about what kind of multi-family housing can best meet the neighborhoods', the City's, and the region's needs. The recently approved new development of 36 units in the North Shattuck corridor brought out the various forces and housing viewpoints in the community that will continue to interact over future development proposals. Such interaction should help shape and

refine housing policy from the "bottom up" but does have a price in terms of delays and increased housing costs.

Changes in the 1985-90 period which have included major public participation and discussion include drafting of the Downtown and the South Berkeley Area Plans. Both plans encourage mixed



commercial/residential uses in commercially zoned areas as a way to make efficient use of limited resources, reduce transportation problems, and meet the City's new housing needs. That encouragement is carried one step further in a recent zoning revision for the Telegraph Avenue Area where (except in limited circumstances) housing is required above the first floor and off-street parking is prohibited. Since on-street parking space is virtually nil, the City believes occupants will be discouraged from using cars because they will have no place to park. The designation of specific live/work areas in West Berkeley is also being considered by the City.

### **3. Encouraging the Private Sector**

The City works extensively with private non-profit agencies. Cooperation between the City and local non-profit groups was instrumental in addressing the homeless problem through expansion of the City's shelter capacity, creation of transitional housing, and provision of other essential services. New affordable housing projects now underway are also a result of cooperation between the City and non-profit organizations. City assistance included in providing funding directly, helping to locate other funding sources, providing technical services, waiving fees, and facilitating the development review process.

In the private for-profit sector, several developers viewed present market conditions as being favorable to creation of multi-family housing as a result of increases in housing prices and uncontrolled rents. Over the last five years several for-profit new developments have been approved. Passage of the inclusionary zoning ordinance in 1987 was very timely. It assures that a percentage of privately constructed new multi-family housing benefits are available to very low, low, and moderate income households at below-market rates.

Second units have been useful source of new housing, providing approximately 10 new units per year. A City program to encourage second units assisted in creation of only three units because of the small amount of assistance made available and stringent affordability requirements.

The private for-profit sector can play an important role both in the area of new and existing housing. In the next five years it is important that the City cooperate with this sector to take advantage of opportunities that are mutually beneficial. Examples of cooperation include negotiating with developers for creation of long-term affordable low and moderate income units above the Inclusionary Zoning requirement in exchange for financial and other incentives. In existing housing, the City can encourage owners to bring back vacant and underutilized units back into the market.

### **4. Working Toward a More Planned and Coordinated Approach.**

During the last five years the City has been alert to unanticipated opportunities it could take advantage of, a strategy that in many ways has served the City well. The McKinley Family House and the Ashby



Veteran's Transitional house are cases in point. In other instances, lack of clear and consistent guidelines or policy as to housing priorities resulted in the diversion of valuable staff time and resources from other valuable projects and instilled the lesson about the importance of a coordinated and consistent approach to the city's housing policy.

All housing projects undertaken or even considered in the last five years could be justified in terms of goals and policies in the Housing Element. But, in view of limited resources, a focused housing policy that prioritizes among the many housing projects possible is needed to make efficient use of staff time and city resources. Such priorities should not be so stringent as to prevent the City from taking advantage of windows of opportunity, but they should give sufficient guidance to allow rejection of potential assistance when there are too many strings attached, or the programs would drain resources from higher priority programs. Even if a program helps to meet some objectives, participation should be carefully considered in view of local matching funds, staff, and other administrative support and resources required which will no longer be available for other projects. Equally, priorities need to be set to help decide between local projects and activities requesting funding assistance.

The completion of Area Plans and assigning area plan implementation coordinators is an important step in the direction of a coordinated approach to achieving the City's housing and other goals within those areas. The City has also created several other coordinator positions and hired additional staff to ensure that several other specific concerns are well-recognized and integrated with housing programs. The new positions of Homeless Coordinator, 504 Disabled Access Coordinator, and Drug Program Coordinator should improve inter-departmental coordination and better interaction between community groups and the city. The coordinators should gain greater neighborhood acceptance of housing programs by helping to ensure that other needed social services become part of those programs.

The establishment of a Housing Trust Fund is another attempt at better coordination. First, it will bring together disparate sources of funds (from Redevelopment monies to housing impact fees) to reduce the loss of time and effort scrambling for funds when desired projects are proposed. Second, it establishes detailed criteria by which projects can be judged in terms of the City's housing priorities. Third, the method of allocating funds facilitates coordination between departments and attempts to balance public participation with the ability to take timely action. How well the process will work will be tested in the coming years.

## **5. 1990-95 Program Focus**

The City's current housing programs and activities will continue to be the backbone of Berkeley's housing efforts in the next five years. However, the City will consider undertaking new programs. The City will continue to respond in a flexible way and take advantage of unexpected opportunities and deal with constraints that occur in this five-year planning period. As part of the General Plan process and



through other public entities, the City will explore in detail local issues that keep its housing goals from being met and recommend implementation programs in areas where agreement can be reached. The current housing focus for the 1990-95 period is outlined below.

**a. Maintenance/increase in the level of affordability** - The Rent Stabilization Board will focus on programs and regulations to help ensure continued protection from illegal rent increases and evictions and undertake activities (in cooperation with the City's voluntary rehabilitation programs, where appropriate) to balance maintenance of the City's rental housing stock and continued affordability for low income tenants. Procurement of additional Section 8 Certificates or Vouchers will be an important tool in meeting both of those purposes. The Berkeley Housing Authority (BHA) will apply for a minimum of 500 additional Section 8 subsidies. The City will explore solutions to the problem of increasing affordable homeownership opportunities for moderate income households but at the same time avoiding or where not possible mitigating negative impacts from such programs on low income households. It will work with non-profits to increase the stock of permanently affordable low and moderate income housing through limited equity cooperative arrangements or non-profit rental ownership. The City will include in its administrative work consideration of additional and equitable revenue sources aimed at increased affordability.

**b. Rehabilitation** - The City will shift from solely assisting residential rental properties to including homeowners in its programs as well. The City will also work with buildings in need of rehabilitation or retrofitting to make them more earthquake-safe. These broader efforts are made possible by newly available state funding.

**c. New Construction** - The City will continue to assist the Rumford Plaza and Lorin Station Plaza projects in progress. In terms of new projects, it will provide technical and other assistance to the private non-profit organizations developing new affordable housing projects. The City will refine its Inclusionary Zoning regulations to clarify what density bonuses or equivalent assistance it will give to private for-profit developers for low income units created. It will encourage the University to build student housing that meets the City's regulations and to mitigate its housing impacts by reducing enrollment and proposed expansion, and compensating the City for impacts on City services.

**d. Assisting the Homeless** -The City will develop a permanent new shelter on Murray Street to replace the existing temporary rotating shelter arrangement to be discontinued in September 1990. It will also locate a temporary shelter in the Veterans Building until the Murray Street one is completed. It will also assist in bringing back to low-income occupancy the City's three vacant SRO's (the Berkeley Inn, the U.C. Hotel, and the Stark) and will encourage construction of new SROs. It will facilitate the creation of an additional transitional housing project and expand the McKinley Street Family House by one unit which is to be disabled accessible. The City will explore pooling of efforts, resources, and lobbying activities with other cities in the Bay Area to help reduce the homeless problem.



## **B. HOUSING PROGRAMS/ACTIVITIES DESCRIPTION, 1985-90 ACCOMPLISHMENTS, AND 1990-95 GOALS<sup>1</sup>**

The descriptions of individual programs are presented under the most relevant housing goal. However, virtually all programs meet more than one goal or policy. For example, new housing projects are also aimed at meeting affordability goals, may be designed for a special needs group, and contain Fair Housing provisions.

### **1. Goal I - Housing Affordability**

#### **a. Rent and Eviction Control Ordinance**

This program continues to be the City's largest housing affordability program, with approximately 20,100 units registered. The Rent Stabilization and Good Cause for Eviction Ordinance (No. 5261 N.S.) was passed by voters in the June 3, 1980 election and revised in June 1982 to make it applicable to previously exempt three and four unit properties and to reduce the number of grounds for eviction. A Charter Amendment passed in the same election established an elected Rent Board. Under the Ordinance, a base rent is established for each individual unit (the legal rent in effect in May 1980). Rents can be adjusted through a general annual adjustment or an individual rent adjustment as allowed by the Rent Board. Rent increases are not allowed unless a unit is properly registered. The program's yearly general adjustments have been roughly equal to the general increase in the Consumer Price Index (CPI). Despite continued controversy about the program, several court cases have affirmed its constitutionality. Several thousand mostly single-family and duplex units have been removed from the jurisdiction of the program through conversion to owner-occupancy during the 1980s.

The Rent Stabilization Program is designed to prevent arbitrary evictions. Principal grounds for eviction are: non-payment of legal rent, causing damage to the property and refusing to rectify it, disturbing other tenants, and violating the legal terms of the lease. Owners with 50% or more ownership can also evict for owner-occupancy or occupancy by their children or parents. A voter initiative to allow eviction for owner-occupancy only with at least 51% ownership did not pass. Owners can also evict if they are "going out of business" under a State law resulting from passage of the Ellis Bill.

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<sup>1</sup>In many cases it is difficult to compare quantitatively between what was projected and what was achieved since program descriptions and plans in the 1985 Housing Elements were qualitative. Where planned figures were available, a comparison is made between planned and achieved objectives.



Although the Rent Stabilization Program has made major administrative improvements, there are still equity issues that serve as the basis for controversy and debate. One of these involves what to do about buildings with "historically low rents". This term refers to units whose 1980 base rents, when rent control went into effect, were potentially below a break-even point. Many owners argue that adjustments allowed under the present system are insufficient to allow them a fair return on investment, result in poor maintenance of the housing stock, and increase the number of units left vacant. Others feel that only a few units are negatively impacted by "historically low rents" and that their problem could be adequately addressed by improving and using the existing Individual Rent Adjustment process. They argue that administrative regulations to permit increases on a large scale are unwarranted, would come at the expense of a large portion of the very low and low income population, and may not be legal under the ordinance. The Rent Board has held a series of public hearings on this issue and will take action shortly.

A second equity issue raised by some is that while the Rent Stabilization Ordinance allows very low and low income tenants to remain in Berkeley, it benefits tenants with moderate and high incomes as well. They feel that it is important to explore ways to eliminate a "windfall" to those income groups. Still another dimension of the equity issue concerns the concept of "fair share". That is, some have voiced the opinion that providing affordable housing for the low income people who otherwise would not be able to reside in the City is the responsibility of all sectors of society, but that residential rental property owners bear most of such costs while others contribute little or nothing.

**Achievements:** The Rent Board and its supporters lobbied effectively against State pre-emption of rent control. The Rent Board streamlined and computerized its operations. Another important administrative change during the 1985-90 period was the complete separation of the Rent Board from other City operations. During this period two major Board Subcommittees began work: one to develop regulations for an eviction intervention program and another to propose revisions to the Individual Rent Adjustment (IRA) process. In 1988 the Rent Board commissioned a survey, one part of which provided demographic and rental information about tenants, and one part of which explored the issue of "historically low rent".

**1990-95 Goals:** Continue protection of the Ordinance and focus on programs and regulations which maintain housing affordability, protect tenants from unfair evictions and help to maintain the housing stock. The Board plans to work more closely with other City departments to discuss, analyze, and find solutions to issues of affordability and maintenance of the rental housing stock.

#### **b. Section 8 Program**

The Section 8 Program is the City's second largest affordability program. It is specifically for very low income families, the disabled and the elderly. It is administered by the Berkeley Housing Authority (BHA) and provides a rent subsidy to allow very low income households to rent existing housing.



Under the program, households pay approximately 30% of their adjusted gross income for rent; the remainder is paid by using Federal funds.

**Achievements:** During this five year period, there was a major program review and reorganization of the Berkeley Housing Authority, increasing its administrative capability. The BHA developed a new case management system, an improved automations system, and a new Administrative Plan. The BHA reached full lease-up and received an additional 183 Vouchers and 79 Certificates, for a 1990 total of 1,717 Section 8 units (in 1985 Berkeley's allocation was 1454). Since Section 8 pays property owners area market rents, owners of rent-controlled units are much more interested in participating

than they used to be, and the Program has more units whose owners want to participate than there are tenants with available Certificates or Vouchers.

BHA is a leader in fighting drug related activity in Section 8 subsidized units. Community Education Programs focus on the drug problem and what neighbors, participants and landlords can do about it. Landlords receive advice on how to screen and select tenants. Drug tolerant landlords must agree to property management plans or are restricted from program participation. BHA cooperates with the Police Department to identify Section 8 subsidized units used for drug related activities. Identified participants are subject to termination of assistance. The participants may appeal, or may agree to a settlement if they can correct the problem.

Recently BHA provided assistance to households displaced by the October 1989 earthquake. Beginning the day after the earthquake and for the next two months, BHA responded to an average of 40 requests per day for earthquake-related Section 8 assistance. Those requests were from individuals and families who were homeless, and had supporting documentation regarding their status from the Red Cross, Berkeley-Oakland Support Services, the City of Oakland and/or the City of Berkeley. One hundred forty-nine (149) written applications were received and those individuals and families were made eligible for assistance. In addition to federal subsidies, BHA administers 14 units under the state's Section 8 Aftercare Program targeted to elderly or disabled tenants.

**1990-95 Goals:** At HUD's next announced application period, the BHA plans to request 149 additional Certificates/Vouchers to replace those used for earthquake victims as well as to apply for a minimum of 500 additional Certificates or Vouchers if they are made available by HUD.

### **c. Administration of Public Housing**

The City of Berkeley continues to administer two projects with a total of 75 units of scattered-site public housing for very low-income households. Fourteen units were built in 1985 under the State's Rental Construction Housing Program. Sixty-one units of Low-Income Public Housing were completed in 1989.



**Achievements:** The City overcame early difficulties with building maintenance, management, and evictions. Management of the units has been contracted out to a private management company.

**1990-95 Goal:** Ensure efficient and effective management.

**d. Mortgage Credit Certificate Program (MCC - new program)**

Berkeley is participating in this first-time homebuyers program, which provides an IRS tax credit equivalent to 20% of the mortgage interest amount to those earning below \$55,000 (\$48,000 for a household of one or two). The City of Berkeley requires that the user live or work in Berkeley and not displace a current tenant. Problems encountered with this program

include new buyers' inability to find housing at the required purchase price of \$167,500 or below, and lack of the initial 10%-20% down-payment.

**Achievements:** Berkeley participated in the Alameda County pooled application and received an allocation of 20 certificates, but only two have been used so far.

**1990-95 Goal:** To use the remaining 18 Certificates; to apply for additional certificates or other first-time homeowner programs if they become available.

**e. Relocation**

**(1). Government-assisted projects**

The City provides relocation assistance to households who are permanently or temporarily relocated as a result of government programs.

Approximately ten households per year were provided with payments and assistance in temporary moves which allowed their units to be rehabilitated through a City-assisted program. Relocation services were also provided to residents in the Redevelopment Agency's "D & E" Project and the 3000 Block revitalization project. Residents in that area were given a right of first refusal to occupy the new residential project once completed. Some chose not to move back and were given relocation benefits; all have been temporarily relocated until the project is completed. The City will also provide relocation assistance for the move back into the project. The 3000 Block revitalization project was further facilitated by a revision of the Section 8 Administrative Plan to allow Section 8 subsidies to be given on a priority basis to low income tenant residents displaced or about to be displaced. This change allowed tenants to find housing more easily since many property owners want to rent to Section 8 tenants. Tenants returning to the new project can also use their Section 8 subsidy, improving the project's financial feasibility.



**(2) Temporary relocations resulting from code compliance**

In 1986, the City Council passed an ordinance requiring that owners pay relocation assistance to tenants temporarily relocated as a result of code compliance activities. The City provides information and has a conflict resolution board which can mediate differences between owner and tenant. However, when an owner refuses to comply with the ordinance, the tenant will have to go to court to obtain assistance. Staff responded to approximately 150 informational requests per year.

**(3). Relocation as a result of owners "going out of business"**

The eviction controls of the Rent Stabilization Ordinance were weakened by a new State law, the Ellis Bill, passed in 1986, which allowed owners to evict if they were leaving the rental business for at least ten years. The City Council passed Berkeley Municipal Code Chapter 13.80 which required six months advance notice and payment of relocation expenses for each household evicted under the Ellis Bill. Few property owners have "gone out of business" under that bill, but one owner refused to make relocation payments and took the City to court. The judge agreed with the owner; the City is now considering whether it will appeal that decision.

**1990-95 Goal:** Continue to provide services necessary to ensure that the City meets federal, state, and local relocation requirements.

**f. Limited equity housing cooperative conversions (LEHCs)-** The City has a policy of encouraging Limited Equity Housing Cooperative conversions because this form of homeownership also maintains long-term housing affordability. The City has funded a non-profit organization, Resources for Community Development (RCD) Inc., through the CDBG Program, to help establish that form of ownership. RCD has converted one five-unit building and has another 26 unit conversion underway. Conversion attempts in several other buildings failed. Principal difficulties encountered in converting to LEHCs include:

(a) The sales price asked for rental buildings in Berkeley is often more than the rent structure can sustain.

(b) The California Department of Real Estate effectively discourages LEHC conversions by requiring them to comply with inappropriate Subdivision regulations.

**g. Regulatory Programs**

In addition to the programs listed above, the City has many regulatory programs designed to maintain low and moderate income housing and to minimize displacement of those households. These programs are expected to be continued during the five year planning period. Those programs include:



(1). Enforcement of Ordinance No. 4641-N.S., placing stringent requirements on residential demolition.

(2). Enforcement of Section 15.1-1 of the Zoning Ordinance regulating conversion of dwelling units to non-residential usage. This ordinance requires that no legal dwelling unit shall be eliminated unless a Use permit is secured. Such a permit cannot be granted ( except in certain special circumstances) if the result is a reduction in the City's housing supply.

(3). Enforcement of Section 15. 1-2 of the Zoning Ordinance (Residential Hotel Non-Conversion) which requires that if residential hotel rooms are to be converted to other uses, such rooms must be replaced, prior to to sale, by standard housing of at least comparable size and quality, at comparable rents.

(4). Enforcement of Ordinance No. 5626-N.S. which requires that the Board of Adjustments must deny the removal permit for a rental unit controlled under the Rent Stabilization Ordinance if that unit, whether vacant or occupied, is at a rent level affordable by a person or family of low to moderate income as defined by HUD.

(5). Prohibition of conversion of rental housing into condominiums, stock co-operatives or community apartments providing that the vacancy rate remains below five percent.

#### **h. Other programs affecting housing affordability**

##### **(1). First-Source Employment Program**

This is an employment targetting program which gives the City the first opportunity to supply the personnel needs of business and thus to provide employment for local residents in jobs that pay well given their level of skills. The Office of Economic Development (OED) negotiates voluntary agreements with new developers and existing employers to hire local residents. OED takes applicants from the City's employment-training agencies, maintains a centralized employment office to screen applicants and refers qualified applicants to employers. The goal in these agreements is to have the employer hire 50% residents, 35% minorities, 50% women, 25% economically disadvantaged, and 7% disabled. This program is beneficial because it increases the incomes of disadvantaged people, making housing more affordable to them. It also helps improve the balance between jobs and employed residents in the city.

**Achievements:** The First-Source Program is placing about 200 people a year in permanent jobs, as well as about 100 a year in construction jobs.

**1990-95 Goal:** to place at least 200 workers a year in permanent well-paying jobs.



(2). Housing Impact Fees -

The City has negotiated on a case-by-case basis for housing mitigation fees to compensate for housing impacts of non-residential projects. A total of approximately \$635,000 has been negotiated for and \$101,000 has already been collected. Housing impact fees will be placed in the housing trust fund and used to create or maintain affordable housing. The City staff is considering a requirement that new development in the Downtown area provide housing affordable to those from 50% to 80% of median income, either directly or by paying a fee. This requirement would compensate for the additional housing needed as a result of new construction, vacant building use, changes of use, or intensified use of buildings with gross floor areas over 7,500 square feet. The amount of the fee or number of affordable units to be created would vary according to square footage.

**1990-95 Goal** - Impact fees and other housing mitigations will vary depending on the level of commercial development.

## **2. Goal II - Maintenance of Existing Housing**

### **Rehabilitation**

During 1985-1990 the City has assisted in rehabilitating about 60 units annually. An increase in this rate will require a steady source of additional funding so that the City can hire more staff to process the additional rehab loans. Otherwise the City can only respond as best it can with inadequate staff as loan money sporadically appears and then is rapidly used up by the many applicants throughout the State. The City cannot afford to maintain high levels of staffing without steady funding. The City's goal for 1990-95 is to rehabilitate a total of at least 570 units and 180 SRO rooms through such programs as the federal Rental Rehabilitation and Section 312 programs, the State CHRP, CALDAP programs, and through participation in other programs as they become available.

#### **a. Federal Rental Rehabilitation Program**

This was the City's largest and most successful rehabilitation Program in the 1985-90 period. This program offers up to approximately \$6,000 per unit forgivable loans to rental property owners who are able to find matching funds if they are willing to allow low income tenant occupancy for a 10-year period. Because of its rent and eviction ordinance, HUD agreed to allow Berkeley to have greater long-term affordability and anti-displacement regulations than would otherwise be required. Virtually all units rehabilitated under this program were occupied by very low or low income tenants. Not all rental owners, however, were able to take advantage of this program because of the difficulty of finding matching private financing.



**Achievements** - 274 rental units have been rehabilitated under the program, and 66 additional Section 8 Vouchers were received in conjunction with the program, to assist low income tenants of the rehabilitated units who otherwise would have to pay more than 30% of their income for rent.

**1990-95 Goal** - The City hopes to rehabilitate at least 375 low income units through this program by 1995. It will apply for additional monies if it has sufficient staff to process the loans and provide the necessary technical assistance.

**b. Municipal Loan Program (MLP) -**

Funded with CDBG monies, the MLP provided variable low interest loans for the Emergency Repairs and Seniors and Physically Disabled Housing Rehabilitation Program serving primarily low income homeowners. However, only five loans were given out under this program during the last five year period because it was suspended after 1986. As CDBG funds were reduced the City decided to use them only for rehabilitation of rental housing.

**1990-95 Goal** -The MLP is not expected to be reactivated. However, the City is planning to participate in the programs described below which will help rehabilitate both rental and homeowners' units.

**c. California Housing Rehabilitation Program for Owner-occupants (CHRP-O) and Rental Property Owners (CHRP-R)**

City Council has authorized participation in the above new program which have been made available through passage of state Proposition 77 and 84. This program serves the purposes of rehabilitation and seismic retrofitting of unreinforced masonry multi-family units, and acquisition and rehabilitation of substandard low income rental housing units to bring them into code compliance. Assistance is in the form of 3% simple interest loans which can be deferred for a 20 year period. Loan amounts vary from \$15,000 maximum for an SRO unit to \$35,000 for a three bedroom unit. Those limits are raised by \$10,000 per unit if the project also involves acquisition. Ten percent of the project loan is allocated to administration fees.

**d. California Disaster Assistance (CALDAP) Program**

This program was recently instituted with a special allocation of State funds to assist owners of both rental and owner-occupied units who sustained damage from the October 17, 1989 earthquake. This program provides 3% interest deferred loans to eligible applicants for rehabilitation of their property to cover earthquake damage and also previous health and safety code violations. City Council authorization has been received to participate in this program.

**1990-95 Goal** - The City hopes to process approximately 200 loan applications by owner-occupants and about 15 loans covering 120 rental units. It is uncertain how many will be funded since there are not currently enough funds in the program for all eligible applicants. Applicants may also be



eligible for CHRP-O and -R funding.

**1990-95 Goal** - to have 100 loans approved under this program. Will require a hiring of two additional FTE.

**e. Section 312**

This federal program provides 3% rehabilitation loans. Even though funding was sporadic and could not be anticipated, this program was being successfully used in Berkeley when federal funds were cut off. There is a possibility that funding may again be made available.

**Accomplishments:** 29 units rehabilitated.

**1990-95 Goal:** The City could process at least 75 loans by 1995 if the federal government made funding available.

**f. D & E Rehabilitation Project**

This project involved major rehabilitation/renovation of 9 vacant and boarded-up Victorian houses and the addition of second units to three of them. The houses were owned by the Berkeley Redevelopment Agency. They were rehabilitated and renovated as closely as possible to their original style, which proved to be quite costly. They were then sold as homeownership units to low and moderate income first-time homeowners, with resale restrictions to keep them affordable over the long-term. This project took a long time to complete because of difficulty in locating low-cost financing. Part of the rehabilitation was done with Section 312 Loans.

Sweat-equity contributions by the future buyers was advocated by some people as a way to rehabilitate the units. That approach was rejected for several reasons: (a) Section 312, the funding source, required work to be done through a qualified contractor (b) The extensive rehabilitation needed made it even more difficult to undertake than new construction; (c) sweat-equity was not particularly cost effective and might have delayed the project. However, the City also had difficulties with uncompleted work and unfair labor practices by the general contractor. The City is currently in litigation with the contractors. After occupying the homes some buyers objected to their location across the street from a heavy industrial site.

**Accomplishments:** Nine residential buildings rehabilitated, three new units created.

**g. HCD Multifamily Rehab Deferred Loan Program**

A total of 13 units were rehabilitated under this program. At times the City was able to piggyback this program with other loan programs. In general, however, this program was not a successful one: first because of too stringent program requirements, and later because of unavailability of funds.



**1990-95 Goal:** None. The program is not likely to be funded.

**h. CHFA Multi-Family Rehab Program**

The City intended to utilize this program, which used tax-free bonds to generate financing at a time of high interest rates, but in the end did not need it because market interest rates declined to less than the 11% interest rate CHFA offered. There are no plans at the moment for the City to institute a similar bond program.

**i. Berkeley Inn Acquisition**

This 75 room low income residential hotel was vacated as the result of a fire. The owner refused or was unable to make necessary repairs and the building remained vacant for a four year period. Years of negotiations with the owner resulted in a tentative agreement which was voided when the owner filed for bankruptcy. The value of the property decreased as a result of the earthquake which, in addition to other rehabilitation, now requires making the building seismically safe. The future disposition of the building is still very uncertain.

**1990-95 Goal:** Complete acquisition and rehabilitation to allow occupancy by very low and low income persons. The City is working with a non-profit organization, Resources for Community Development (RCD), to purchase the building and rehabilitate it. The City will give a ground lease to RCD who will own and operate the building as an affordable SRO. However, if site control is not obtained soon, it will be difficult to obtain Proposition 77 monies to undertake the rehabilitation.

### **Code Enforcement and Voluntary Code Compliance**

Inevitably, discussion of building conditions and building maintenance bring debate over the effects of rent control, with opponents claiming that rent control negatively impacts housing conditions, and proponents responding that there has been actual improvement because of a more alert tenant population and the possibility of rent reductions or withholdings for properties with serious code violations. Data is insufficient to shed light on either position and it is unlikely that a study capable of resolving the dispute will be undertaken in the near future. The City will target housing rehabilitation programs to those buildings most in need of rehabilitation and whose owners are low income or unable to obtain private financing, for whatever reason. Certificates and Vouchers from the Section 8 Existing Housing Program also encourage owners to rehabilitate rental units in order to participate in that program and receive market-rate rather than controlled rents.

There are no figures on how many units in the City are in code compliance. In a 1988 tenant survey 52% of the respondents indicated that their units were in excellent or good condition, 37% said they



were in fair condition and 11% said it was in poor condition. The three poor conditions most often cited were painting, doors and windows, and plumbing. More survey results on housing conditions are contained in Appendix B. Building permits can also be used as one indicator of both code enforcement and voluntary code compliance activities. During the 1985 -88 period 7,868 residential permits were issued. The data indicates a pattern of yearly increases (see Appendices for total residential permits and permit valuation for fiscal year 1971 to 1988). The majority of permits were for single family residences (the average for a three month period indicated 153 single family permits vs. 21 multifamily ones. Permits issued also indicate a high number of room additions or alterations to increase the living space. During a sixteen-month period, from January 1988 to April 1989, there were 108 addition and alteration permits with an average valuation of \$44,000. Most of the activity occurred North of Solano Avenue, in the Berkeley Hills, and north of Eunice Street.

**j. Housing Complaint Program** (projected goal met- 850 complaints yearly)

Approximately 850 complaints per year were received under this program, the vast majority involving rental housing. Analysis of housing code violations for the month of March and April 1989 was conducted to ascertain type of housing violations. The types reported were mostly "B" and "C" violations, which, indicate non life-threatening situations but a need for better maintenance and upkeep. Under the newly merged RRI/ Housing Complaint program, when a complaint is made inspectors are not only inspect the item (s) which served as the basis for the complaint but will do a comprehensive inspection of the unit, the common areas, and under certain circumstances, other units in the building.

**Accomplishments and Goals - see RRI below**

**k. Residential Rental Inspection (RRI) Program**

The RRI was initiated in 1976 to allow systematic inspection of all rental units to ensure code compliance. During the 1985-90 period this program systematically inspected buildings with three or more units in South Berkeley to ensure that they met code requirements. In general, the types of code violation found were level B (serious but not life-threatening) and C (minor violations indicating need for preventive maintenance). The thoroughness of the inspections served the function of bringing properties into code compliance as well as pointing to general maintenance needed to keep buildings in good condition. However, the program had difficulties with gaining access to units as well as the need to do multiple re-inspections before units were finally cleared.

During 1987-88 a major focus of the program was to inspect the City's residential hotels, most of which were in very bad condition. The attempt to obtain code compliance was very staff intensive. In some cases, the program was successful in having owners undertake major rehabilitation (the U.C. Hotel - prior to damage caused by the earthquake, the Carleton, the Nash). In others, there were major complications. One hotel, the Berkeley Inn, had a fire and is still vacant after being evacuated. In the



Stark, after the tenants were moved out to allow rehabilitation, the owner refused to make the necessary repairs and has left it vacant.

**Accomplishments:** Major revisions were made to the RRI Program in this period, including: (a) developing new procedures, (b) establishing a new fee structure which required owners to pay for inspections received, and (3) merging the RRI with the Housing Complaint Program to focus inspections on units/buildings most likely to contain major code violations. In terms of residential hotels, the City has applied for rehabilitation loans to bring the University Hotel back into the market and to convert the Stark into transitional housing for the mentally disabled.

**1990-95 Goal:** Continuation of the RRI Program with inspections of approximately 1000 properties; continued coordination between this program and available rehabilitation loan programs to facilitate bringing properties into code compliance. Bring the program to financial self-sufficiency. Currently most of the funding for the program is through CDBG. The City will continue to work with the owners of the vacant SRO's and non-profit organizations to bring those units back into occupancy.

#### **I. Seismic Safety Program (unanticipated)**

In July 1986 a seismic safety bill State (SB 547 -Alquist) became law and required that all cities identify unreinforced masonry buildings, identify owners, develop a mitigation program, and relay inventory and mitigation information to the State Seismic Safety Commission. Compliance with SB 547 allows the City to apply for part of the \$80 million dollars the state set aside for seismic safety rehabilitation as a result of passage of state Proposition 77. The City has completed the inventory and has classified residential buildings with nearly 3,000 units as in need of retrofitting and has informed the owners. It has also set-up an appeal process to allow the removal of buildings from that inventory if erroneously placed there. After holding several community workshops and receiving public input, the Council has adopted a two-phase mandatory program. The first phase requires owners to provide an engineering report within two years on how much it will cost to retrofit the buildings. The second phase requires actually retrofitting the buildings and, depending on individual situations, owners will be given two to ten years to do so. A Unreinforced Masonry (URM) Mitigation Program has been approved in concept by the City Council. Final adoption is anticipated in September.

**1990-95 Goal -** Develop implementation procedures for the Seismic Retrofit Ordinance; participate in state programs targetted to seismic retrofitting, and work with property owners to obtain compliance with the ordinance as quickly as possible while minimizing hardship to owners and tenants. Lobby for programs to help finance seismic retrofitting of multi-family as well as single-family buildings.

#### **m. Tool Lending Library**

Located in the South Berkeley Library, this program provides tools at minimal or no charge to those undertaking self-help repairs. It is one of the most successful and cost-effective programs in the City. It is funded through Community Development Block Grant (CDBG) monies and used by over 8,000



low and moderate income patrons per year. The City plans to continue funding this program in the 1990-95 period through the special library tax fund.

**n. Weatherization Program and Minor Home Repair Program**

This program is operated through the Youth Employment Service in the City's Health and Human Services Department, and the Office of Economic Development's Energy unit. Every year it has provided assistance to approximately 500 very low income households, primarily tenants. The types of weatherization assistance offered include caulking, attic, insulation, weather stripping of doors, water heater blankets, placing of energy saving shower heads. Minor home repairs include plumbing, some electrical work, repairing broken windows and doors, minor painting and patch up work. The weatherization program also helps low income residents pay their energy bills. This program should continue at approximately the same level in the next five years.

**o. Residential Energy Conservation Ordinance (RECO) Program**

This is a continuing program administered by the City's Codes and Inspection Division. The ordinance was revised in 1987 and requires that before a residential property is sold, certain weatherization measures be taken similar to those listed above. Since 1985, 5,605 residences have been weatherized. This program also will be continued at approximately the same level in the next five years.

**3. Goal III - Expansion of Housing Supply**

**New Construction<sup>2</sup>**

The private sector and the University of California are expected to provide most of the housing needed in the City. The City's role in new construction will be that of assisting both non-profit and for-profit developers that can provide long-term affordable housing. Development of very low income housing requires public subsidies due to the high cost of land, especially in a built-up city such as Berkeley with few vacant sites suitable for housing. The City Manager can waive certain development fees for non-profit developers of low and moderate income housing. The City will give density bonuses or other incentives to developers and will work with them to assist in the creation of new low and moderate income housing projects and cooperate with the University to facilitate creation of student housing.

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<sup>2</sup> Major financing sources for City-assisted projects were CDBG monies, Redevelopment monies, and use of housing impact fees received for commercial development.

All new development projects have to go before discretionary review. While this process is very staff intensive and time consuming, it also allows for maximum community input on new developments.



## **Accomplishments -**

The City of Berkeley has an excellent record in the production of new housing, particularly for lower-income residents. Since 1980 about 731 units have been added, as well as the equivalent of 564 units of student housing (two beds equivalent to one unit) for a total of 1,295. This was 80% of the 1,611 new units that were the City's 1980-1990 fair share of new housing as set by the 1983 ABAG housing needs determinations. The 446 subsidized units built for low- and very low-income households and a conservative estimate of half (282 unit equivalents) as the share of student housing occupied by low-income students adds up to 728 low-income units. (In fact an estimated 70% of students are low-income.) This total met 96% of the City's low-income housing goal, one of the best records in California.

During the 1985-90 period the City established an in-house capacity to undertake new development projects. A new Division, Housing and Redevelopment (H &R) was created within the Planning and Community Development Department that brought together staff with expertise in housing development as well as housing rehabilitation. They undertook projects directly and also provided technical support services to non-profit organizations involved in housing projects.

All projects listed in the 1985 Housing Element were successfully completed (Amistad House, Rochdale II, UA Housing, Oceanview Gardens, UC Stern Hall Addition, U.C. Dwight/Derby Housing, Redwood Gardens (Senior/Disabled Project), West Berkeley Redevelopment. Also completed were 61 units of Low Income Public Housing. New projects initiated were the 3000 Block Revitalization Project (also known as Rumford Plaza Project), Lorin Plaza, and the Murray Street Emergency Shelter.

### **a. Low Income Public Housing (LIPH) Program**

This federally-funded new housing project, completed in 1989, created 61,three and four bedroom rental units on 10 scattered sites for use by very low income families (50% of median income or below). Seven units are accessible and occupied by households with disabled members. The project strengthened the City's capacity to develop housing; administrative and management procedures for such housing were also developed. Funding for the program came from the following sources: \$6 million from the LIPH Program, \$1.2 million from CDBG, and \$5,000 from housing mitigation fees. Difficulties encountered included neighborhood opposition, which resulted in having to scale down the project from 75 to 61 units and delaying its completion, increased costs, and several lawsuits which ultimately reached the State Supreme Court and may redefine the Article 34 referendum requirements for low income rental housing projects.

**Accomplishments -** Projected 75, actual 61 units.

**1990-95 Goal -** Successful management of those units.



**b. Delaware Historic District**

This West Berkeley district was one of the City's first settlements. The project includes restoration of existing structures and replication of ones that no longer exist. It combines residential and commercial space in the revitalization and preservation of a historic district. The completed site consists of 19 residential condominiums sold to families of not more than 120% of the area median income, 12 commercial condominiums, and 8 newly constructed rental units made affordable to low income households through the Section 8 Program. Bond monies originally obtained for this project were unused because market interest rates decreased. Delays were encountered in processing of the loan by the lender.

**Accomplishments** -27 low to middle income housing units completed, no exact number projected.

**1990-95 Goal** - monitor Section 8 units to ensure tenants eligibility requirements and Housing Quality Standards are met.

**c. 3000 Block Revitalization Project (Rumford Plaza)**

The City acquired and demolished an entire deteriorated, drug-infested, commercial/residential block to create 43 units of mixed income cooperative housing (40% of the units will be available to those below 60% of median income). The project has community support and was planned with major community participation. The City helped form a non-profit organization to develop the project and is giving that organization technical assistance and a ground lease. All tenants were offered relocation assistance and the right to move back into the project once completed. High development costs resulted from having to buy buildings at market price and then demolish them before rebuilding. Finding adequate financing was a major difficulty that the City surmounted by obtaining Redevelopment monies, CDBG funds, monies from the City's General Fund, and tax credits. The City has also applied for Proposition 84 funding for this project. Among the unanticipated problems was the toxics contamination found in three sites. This required the removal of three underground gasoline tanks, the removal of contaminated soil and installation of four monitoring wells at a total cost of over \$100,000.

**Accomplishments:** Completed acquisition of 21 properties, created the non-profit South Berkeley Neighborhood Housing Development Corporation and assisted it through the predevelopment stage.

**1990-95 Goals:** Construction is expected to begin in June 1990 with completion expected by 1991. Staff will continue to assist the non-profit developer with locating additional financing for marketing the units.



#### **d. Inclusionary Units**

In 1987 the City adopted an Inclusionary Zoning Ordinance which required that 20% of the units in all new housing developments with five units or more be made available for a minimum of 59 years to low or moderate income households. State regulations also require that a density bonus or equivalent benefits be provided to developers who include low income housing. Currently the City deals with the state density bonus requirement on a case-by-case basis and sometimes provides incentives of equivalent value rather than additional units.

**Accomplishments** - Creation of the Inclusionary Zoning Ordinance resulted in 22 units being made available to low and moderate income households. Thirteen were live/work units. The rest were made available to very low income households under the Section 8 Program.

**1990-95 Goals** - A total of approximately 50 additional units are expected from 21 approved developments and 19 from other future developments. During this period the Inclusionary Zoning administrative regulations will be finetuned to allow more efficient implementation.

#### **e. Project Review Program**

This program, located in Current Planning (Zoning), reviews all housing proposals to help ensure that proposed projects meet local regulations and to prepare all necessary reports for Board or Adjustments and City Council review of such projects. This ensures that proposals are not held up by the late discovery of a missed requirement. Development proposals can be fast-tracked for further speed if the developer pays for an outside consultant to assist City staff in performing the necessary reviews and reports.

**Accomplishments:** Administrative changes were made in the Zoning Section to provide a faster and more efficient service (including instituting concurrent zoning/codes/health review process), the Zoning Ordinance was rewritten to make minor technical revisions and to improve readability. Council appointed a Zoning Review Task Force to analyze how the review process can be streamlined and still guarantee adequate public participation.

**1990-95 Goal** - Continue providing necessary support services and implement actions proposed by the Zoning Review Task Force to streamline the development review process.

#### **f. Second Units**

The City Council approval a second unit ordinance during the 1985-90 Housing Element period . City voters demonstrated their support by rejecting an attempt to repeal the ordinance. To encourage development of this type of housing, the Board of Adjustments is allowed to waive the parking requirements without a variance if it can make a finding of non-detriment. The City spent considerable time setting up a second unit program (the Dual Unit Program, DUO) but it did not succeed. The program gave insufficient assistance to owners, especially in view of stringent rental price limits and



lengthy affordability term required to obtain a loan.

**Accomplishments** - Only three units were created through the DUO Program but approximately 10 second units per year were created privately without assistance.

**1990-95 Goal** - The level of second unit private construction is expected to be the same. The City will explore ways to assist in the creation of second units.

**g. Code Review Task Force**

The City Manager appoints a group of qualified professionals, including engineers, architects and builders to serve as the appeals board on technical issues in code enforcement. The group also reviews code enforcement and inspection procedures and recommends changes to the City.

**h. Sites Identified in the 1985 Housing Element as potential housing sites**

**(1) Waterfront** - Planning for the Waterfront was completed during the last five year period. However, that site is mainly reserved for open space and housing was not included as an appropriate use.

**(2) Santa Fe Right-of-Way (ROW)** - Some of the Santa-Fe Right of Way strip was used for construction of the LIPH Project (see below). Other ROW sites were examined for housing projects but were rejected. Comprehensive planning for the ROW will be undertaken as part of the next General Plan Revision process.

**(3) Ashby BART Air Rights** - There has been some discussion of appropriate use for that space but no definite plans.

**(4) Reuse of School District Sites** - Two School District sites were used for the LIPH Project (Franklin School, and Savo Island). A third school site was made available to a private developer for housing. The School District has undertaken a study of housing potential of its school sites but has not taken a position on whether it will sell or lease any of the additional sites that it owns.

**1990-95 Goal** - Complete assisted projects currently underway. Work with private developers to help create the housing needed by the City. Encourage the University to create housing for students, faculty and staff that is planned in keeping with local zoning regulations.

**4. Goal IV - Special Needs**

During the last five years, the City has worked with and assisted non-profit organizations to provide housing services to targeted populations and to coordinate housing with other social services. This will continue during the next five years.



#### **a. Homeless Programs**

The City has taken a three-tiered approach to help address the problem of homelessness providing housing services ranging from emergency shelter, transitional housing, and low income housing. Specific projects are described below. The City is currently one of the top five providers of emergency shelter beds in the nine-county Bay Area and one of only six cities providing more than two shelter beds per thousand population. While the City remains open to the possibility of providing additional emergency shelter, it believes that it is currently providing its fair share of regional shelter need and that the additional shelters needed should be provided by other cities in proportion to their population. The City has also been successful in working with homeless service providers to set up transitional housing projects and has provided such housing for women, single heads of households with children, single individuals, and veterans.

The types of projects created demonstrated the City's and service providers' ability to respond quickly to windows of opportunity. The ability to garner community support and cooperation both by the City and the non-profit involved resulted in a highly successful transitional projects and the City is actively working to create additional transitional housing. Finally, the City is working to expand the supply of single-room occupancy residential hotel rooms as a source of permanent very low-income housing. It is the site of the first major new residential hotel in the Bay Area, to be constructed during 1990, and has reached agreements to return three vacant older hotels to use (one as transitional housing for mentally disabled).

Aside from housing programs, the City's plan for a comprehensive response to the problems of homelessness is based on the development of supportive services which provide for basic needs (food, clothing, transportation, showers, storage, income/financial management), special needs (health, mental health, employment, childcare, and substance abuse treatment), and integrative needs (outreach, case management, advocacy, education). Some of these services are currently available, others need to be developed or augmented.

**(1) Harrison Street Emergency Shelter** - This shelter was rehabilitated and a new wing also added to it to serve households with children. Total capacity increased from 60 to 90 beds.

**(2) Rotating Overnight Refuge** - The Berkeley Emergency Food Project, a non-profit organization, with funding from the City's General Fund, CSBG, and CDBG, operates two free shelters rotating among churches in the campus area. Together, these provide shelter for approximately 100 persons per night. However, these shelters are temporary ones and in the future will be operated on a smaller scale. Most of the beds will be replaced by the Murray Street Shelter Project, for which the University of California has donated land and promised \$400,000 towards construction costs. The City Council has approved use of the basement of the Veteran's Center, across the street from City Hall, to replace the rotating shelter program until the Murray Street Site is completed in 1992. A rotating church site for women and children may be continued.



(3) **James Kenney and King Recreation Centers** - These two recreational facilities were used by the City as temporary shelters in winter months when the other facilities were full. They accommodated up to 100 persons. These temporary shelters received FESG funds in March 1989.

(4) **Ashby Transitional Housing** - The City applied for McKinney Emergency Program monies, supplied the matching funds out of General Funds money and worked quickly with a non-profit to purchase, rehabilitate, and manage a building as transitional housing (10 beds) for single male veterans, the first such house for veterans in the United States.

(5) **Bonita House** This house provides independent living and supportive services for very low income mentally disabled adults, most of whom are at risk of being homeless (19 beds in three houses). It continued to be operated during the last five year.

(6) **McKinley Family Shelter** - The City approved a ten-year lease with Berkeley-Oakland Support Services (BOSS), Inc. to rehabilitate and convert this City-owned building into transitional housing for households with children (26 beds) using a Federal ESG grant and CDBG funds. It was completed in 1987

(7) **Ninth Street Transitional House** was also created and operated as a transitional house (serves 10 adults) by leasing a City-owned property to BOSS.

(8) **Women and Childrens Refuge** (10 person capacity) was a city-owned building which was leased to a non-profit organization (the Women's Refuge, Inc.) and converted into transitional housing for women and children, bringing the total number of womens refuge beds to twenty five.

#### **b. Single Parents with Children**

Single parents are the overwhelming majority of those served by the Berkeley Housing Authority in its Section 8 public housing programs. The McKinley Family (transitional)House, the Byron Street Transitional House (for battered women and children), as well as the new addition to the Harrison Street Emergency Shelter serve homeless single parents.

The Housing Rights for Children Project, funded through the CDBG program, provides counselling in housing discrimination cases as well as housing and shared housing referrals for families with children (most of which are single heads-of-households).

The Women's Employment Resource Center (W.E.R.C.)also funded through CDBG, offers low-income youth and single heads-of-households (especially abused women)a comprehensive

assistance with employment and training opportunities to enable them to become economically self-sufficient, thus improving their chances of obtaining decent and affordable housing.

#### **c. Large Families**

The two main programs benefitting large low-income families are the new Low Income Public Housing



(LIPH), which contains three and four bedroom units, and the Section 8 Program.

**d. Elderly**

Redwood Gardens, providing 169 of elderly housing units, was the largest project directly benefitting this population.

Project Share is sponsored by Eden Council for Hope and Opportunity and funded through the CDBG program. It aims to increase the availability of housing for low-income persons by making more efficient use of multi-bedroom homes and apartments, providing a "matching" service for seniors interested in shared living arrangements.

The Reverse Annuity Program provides general and individual housing counseling to the elderly on the home equity conversion concept. The purpose of this program is to enable the low income elderly to utilize and enjoy the substantial equity wealth locked up their homes.

**e. Disabled**

The LIPH project reserved 7 units for the handicapped. Three of the 14 RHCP continued to be reserved to the handicapped. One problem encountered in this regard was that these units were made to accommodate large families with children whereas the vast majority of the handicapped live in small households, or in households that have no children. It became difficult to find handicapped families that met the program requirements. As a result, in some cases, households from outside of Berkeley occupied the handicapped-accessible units.

The Center for Independent Living (CIL) assists disabled residents to locate low-cost accessible housing through the Residential Access Project. This project, funded through CDBG monies, also provided information and technical assistance to property owners, developers and other parties interested in eliminating architectural barriers and increasing the availability of accessible housing.

504 Coordinator: The City hired a coordinator for handicapped issues who works out of the Planning and Community Development Department to ensure that regulations pertaining to handicapped accessibility are met, to integrate the needs of the disabled into all government projects including housing, and to advocate for increased accessibility.

**f. Farmworkers**

Berkeley has no migratory farmworker population.

**g. Students - see Section V. below**



## **5. V. Housing Responsibility of University**

### **a. Student Housing**

The University of California is responsible for ensuring that the housing needs of its students are met. The University's housing plans as expressed in the Draft LRDP are contained in the Appendices, as is the City's position on University housing issues. In general, the City supports the University's intention to provide additional student housing, since market pressures have increased competition for private housing in Berkeley and made it more difficult for students to obtain housing. City insists, as expressed in an initiative passed by the voters in 1988, that the University should stay within the zoning envelope and other restrictions required of any developer and pay seervice fees equivalent to normal property taxes for new student housing built off-campus .

**Accomplishments -** In addition to completion of the projects listed as expansion sites in the 1985 Housing Element (Rochdale II, UC Stern Hall Addition, U.C. Dwight/Derby Housing), during 1985-90, the University approved two major additional student housing projects (The Foothill Housing Project and the Shattuck-Channing Site Project). It also drafted its Long Range Development Plan with which the goal of creating from 2,500 to 3,585 new student beds between 1990 and 2005. A planner was hired by the City with University funds to be a liaison between the City and the University on the LRDP and to review that document. The Mayor and Chancellor improved communication between their offices and between U.C. and the City. The University also agreed to pay the City a fee to help support City services to the University.

The Channing/ Shattuck Project (80 units) exemplifies the type of project acceptable in meeting both City and University needs. It both provides needed student housing, and complies with the Draft Downtown Area Plan, which calls for mixed commercial/ residential use along the South Shattuck corridor.

**1990-95 Goal -** Keep communication channels with the University open. Support University efforts to locate appropriate sites for student housing. Review proposed projects and encourage the University to eliminate negative impacts, provide fees for extra services generated, and stay within the City's regulations.

## **6. Goal VI - Equal Access to Housing Opportunities**

### **a. Fair Housing Program**

The City of Berkeley has a strong commitment to fair housing goals and has a policy of administering all of its housing (and other) programs in a non-discriminatory way. It has both City staff and a non-profit organization providing fair housing outreach, information, and counselling. One major problem in terms of fair housing appears to be discrimination based on source of income. Complaints regarding



discrimination against families with children are also common. Housing discrimination is hard to verify in a city such as Berkeley with a low vacancy rate and relatively small-sized residential buildings. In many cases change of occupancy occurs without any advertisement. When a unit is advertised, many people compete for the same unit, making it difficult to determine whether discrimination was involved when a selection is made.

**Accomplishments** - During the last five years the City of Berkeley has strengthened its Fair Housing Program and its efforts to prevent housing discrimination by funding Housing Rights and Operation Sentinel to provide information, counseling, and referrals in cases of discrimination. City outreach includes proclaiming April "Fair Housing Month", periodic fair housing articles in city publications, and providing fair housing information and educational workshops to community agencies and owner/manager groups. The City currently makes informational materials available in seven languages. Currently under contract, Housing Rights, Inc., provides in-depth counselling, legal assistance and testing of discrimination complaints and lobbying for anti-discrimination legislation. The City has passed local legislation to protect students, children and persons with AIDS.

**1990-95 Goal:** The City will continue the activities described above and has contracted with Housing Rights to conduct a discrimination audit of certain buildings to understand better the nature and extent of discrimination in Berkeley. Based on findings, an educational campaign will be undertaken by Housing Rights, Inc. to help eliminate discriminatory practices.

#### **b. Conflict Resolution Board**

This Board was set-up in 1988 with City assistance as a non-profit, independent body made up of community members to help resolve disputes between residents, including differences between property owners and tenants.

**1990-95 Goal:** Continue program

### **7. VII. Goal VII - Regional Cooperation**

The City of Berkeley supports efforts at greater regional cooperation. The City recognizes that its efforts to meet the housing needs of the homeless and the low-income population will not be successful without adequate support from the other cities and counties of the Bay Area.

**Accomplishments** - The City has worked with the county and nearby cities on several issues in the recent past. Regional cooperation included: floating mortgage revenue bonds jointly with Union City, participating in a county-wide initiative for a bond program for senior housing (that initiative did not get the required two-thirds majority), participating in a countywide application for the Mortgage Credit



Certificate Program allocation, working with other City's staff and countywide homeless services providers after the earthquake to develop common programs and to apply jointly for FEMA and Red Cross monies. The Mayor of Berkeley helped organize a group of mayors from Berkeley, Oakland, Richmond, San Francisco and San Jose to jointly promote greater aid to the homeless and greater efforts to provide low-income housing throughout the region.

**1990-95 Goal:** The City will support efforts to persuade other cities to provide their fair share of regional housing needs

## **8. Goal VIII. Public Participation in Housing Decision-Making**

The City of Berkeley has a tradition of extensive public participation in housing-related matters. The City Council (which also acts as the Redevelopment Agency Board and the Berkeley Housing Authority Board) and the Rent Stabilization Board are the elected representatives of the people and hold numerous public meetings, hearings, and appeals. The City Council is advised on housing matters by various public bodies, which they appoint. Advisory bodies are balanced to ensure broad representation of people from different ethnic, income, political and other interest groups. The ones most relevant to housing are: the Planning Commission, the Housing and Advisory and Appeals Board, the Board of Adjustments, the Design Review Committee (initiated this Housing Element period), the Landmarks Commission, the Transportation Commission, the Project Area Committee, the Human Relations and Welfare Commission, the Parks/Recreation Commission, Commission on Disability, and the Energy Commission. Boards and Commissions, in turn, appoint Subcommittees to deal with specific issues. A Council Committee on Planning and Economic Development has also been formed and brings together Council members, community, staff to discuss housing and related issues. Meetings of all of these groups are public.

Berkeley has a great number of organizations concerned with housing issues, representing the interests of landlords and tenants, homeowners and homeless, the poor, the elderly, the disabled and the discriminated against. It has many for-profit and non-profit organizations interested in housing development and several groups interested in creating and living in new forms of shared housing. All of these interest groups are routinely notified of and participate extensively in Berkeley's public discussion processes.

The existing participation structures are very important in allowing communication and dialog between elected officials, the public and public administrators. Of course, the trade-off for extensive participation is increased time in undertaking and coordinating activities. There is also difficulty in obtaining equal participation in these structures by those who are poor or have less formal education. The City will examine how project delays can be reduced without affecting the level of participation as well as how to increase representation of the views of those who are underrepresented.



**Accomplishments:** Below are a few of public participation activities of the last five years:

- **Housing Element Participation:** The City held three workshops on General Plan revision in 1988, including the Housing Element. About 150 people from all interest groups attended these meetings. The Planning Commission created a subcommittee on Housing and Economic development to discuss housing issues and to hear from the public. In 1989 City staff produced a twenty-page report "Conditions, Trends & Issues: Housing" to assist public discussion of the new housing element. Both the Planning Commission and the Housing Advisory and Appeals Board held public hearings on housing issues, trends, and conditions to create input for the Housing Element. A housing workshop was held in September 1989 to discuss housing issues and how to better coordinate the various housing-related Boards and Commissions and City agencies. About 60 people attended, from Boards and Commissions and from organizations representing tenants, landlords, non-profit developers, realtors, the elderly and the homeless.
- **Public Hearings and meetings** were held by the City Council, the Rent Stabilization Board, the Planning Commission, Housing Advisory and Appeals Board, and the Health and Human Welfare Commission and Boards and Commissions Subcommittees on such housing-related issues as the University's Draft Long Range Development plan, redevelopment expansion, the issue of rent-controlled units with low rents, conversion of rental units to owner-occupancy through tenancy-in-common, and homelessness. The information and perspectives put forward at these meetings were also incorporated into the Housing Element revision process.
- **A residents survey** of 4,000 households undertaken (approximately 50% respondents) allowed residents to voice their opinion on housing & other issues (1989). In 1988 a survey was undertaken of tenants, and some owners of rent-controlled units. Both of these surveys provided invaluable data for the Housing Element revision.
- **A quarterly City Report** was developed and mailed to all Berkeley residents which included information about housing matters. A monthly periodical, the Revitalization Exchange, was also developed and delivered to all South and West Berkeley residents about housing (and other programs) being undertaken.
- **The City's Zoning Division** systematized its list of Neighborhood Associations of which there are 70. That list is used when mailing notices and other materials to encourage public input on housing projects activities. Public agencies funded through the Community Development Block Grant Program also disseminate housing information and receive feedback.
- **The City Council** established a community-based Housing Development Committee to guide



development of the Low Income Housing Project and develop occupancy standards. The City helped create the South Berkeley Housing Development Corporation (SBHDC), a non-profit, community-based organization to develop the Rumford Plaza New Housing Project, and continues to offer major technical assistance to SBHDC.

- Council, acting as the Berkeley Housing Authority Board, established a community-based Berkeley Housing Authority Section 8 Task Force to analyze BHA operations and to recommend ways to better implement the Section 8 Existing Housing Program.
- A periodic inter-commissions and boards newsletter keeps members informed of issues being discussed by other public bodies. This broadens participation in the early stages of policy development..

**1990-95 Goals:** Continue and refine above activities. Ensure extensive public discussion of issues to include in the further revised Housing Element that will be completed in 1991 along with the new General Plan.



#### IV. IMPLEMENTATION PROGRAMS AND ACTIVITIES

##### C. Matrix of 1985-90 Housing Programs and Goals and Policies Achieved and Goals and Policies Addressed

<u>PROGRAMS</u>	<u>GOALS</u>						
	Affordability	M'tenance	Expansion	special needs	U.C./Inst.	Access	Public Part.
	<u>POLICIES</u>						
<u>I. AFFORDABILITY</u>							
a. Rent & Eviction Control	1.10, 1.15, 1.21 1.22, 1.23, 1.24			4.10, 4.11, 4.12, 4.13, 4.14			
b. <u>Fed. Section 8 Subsidy</u>	1.10, 1.13, 1.15, 1.19, 1.21			4.10, 4.12, 4.13, 4.14		6.11	
(1) Addt'l subsidy (166 units)							
(2) full lease-up							
c. MCC Program	1.16, 1.19, 1.23						
d. Berkeley Inn acqui.	1.12, 1.22, 1.23	2.16					
e. Approved new SRO (199 rooms)			2.16	4.10			
f. <u>Relocation</u>							
(1) Assistance	1.18	2.12					
(2) Ord. requiring benefits for code compliance relo.	1.18, 1.21, 1.23						
(3) Ellis Bill Relocation Benefits	1.18, 1.21, 1.23	2.12					
g. Limited Equity Coop Conversion							
h. Administration of 14 RHCP units				4.12, 4.14			

#### II. REHABILITATION/MAINTENANCE



<u>PROGRAMS</u>	<u>GOALS</u>						
	Affordability	M'tenance	Expansion	special needs	U.C./Inst.	Access	Public Part.
a. Municipal Loan Program		2.10					
b. Fed.Rental Rehab (274 units)	1.13, 1.19, 1.22	2.10, 2.12		4.10, 4.13		6.11	
c. Section 312 (29 units)			2.10				6.11
d. Multifamily Deferred Rehab		2.10					
e. D & E. Project (13 units)	1.12, 1.16, 1.17 1.19, 1.22, 1.23 1.25, 1.26	2.14, 2.15	3.10, 3.11 3.13, 3.14 3.16	4.13		6.11, 6.12	7.10, 7.11
f. Res. Rental Insp. Program (RRI) & g. Housing Complaint Program (policies addressed same as e.) (850 complaints yrly)	1.10	2.11, 2.16					
h. Hsng. Weatherization Program	1.17	2.10, 2.17		4.11			
i. RECO	1.17						
j. Minor Home Repair Program		2.22,	4.11				
k. Tool Lending Library (8000 clients per year)		2.10	3.16	4.10			7.12
III. HOUSING EXPANSION (NEW HOUSING)							
a. Low Income Public Housing 61 units scattered-sites	1.12,1.13,1.15, 1.17,1.22,1.25		3.10, 3.11, 3.12, 3.13	4.10, 4.12, 4.13		6.11	7.10, 7.11
b. Oceanview Apt. 62 units (Coop)	1.16,1.17, 1.22		3.10,3.11	1.25			
c. Delaware Hist. District ( units 8 Section 8 low income)							
d. Inclusionary Units (22 units)	1.15, 1.22, 1.23, 1.25, 1.26		3.10, 3.12, 3.14, 3.15			6.11	
e. Second Units	1.15	2.13					



<u>PROGRAMS</u>	<u>GOALS</u>						
	Affordability	M'tenance	Expansion	special needs	U.C./Inst.	Access	Public Part.
(3 units)							
f. 3000 Block Acquisition							
(for dev.43 units)	1.1, 1.2, 1.3, 1.16, 1.18, 1.22, 1.23, 1.26		3.10, 3.11, 3.13	4.10	6.11	7.10, 7.11	
Lorin Station Plaza (pre-dev. stage)	1.16		3.10, 3.11, 3.12 3.13	4.10		7.10	
<u>IV. SPECIAL NEEDS</u>							
<u>Homeless</u>							
a. Harrison Street Emergency Shelter Rehab & Expansion	1.19			4.14		6.11	
b. Rotating Shelter	1.19			4.14		6.11	7.10, 7.11
c. James Kenney refuge	1.19			4.14		6.11	7.10
(100 beds)							
d. McKinley Family House	1.19, 1.20			4.13, 4.14		6.11	7.10, 7.11
e. Byron	1.19			4.13, 4.14			
f. Ashby VAC	1.19			4.14		6.11	7.10
g. Murray St. (Init. Stage) Emergency Shelter	1.19			4.14	5.17		
h. Hiring or Homeless Coordinator							
<u>Elderly&amp; Disabled</u>							
a. Redwood Gardens							
b. Project Share		2.13		4.12			
c. Reverse Annuity			4.11				
d. Sec. 8 Aftercare	1.13, 1.19, 1.23			4.12		6.11	
e. Hsng. Projects set-aside				4.12			
f. 504 Coordinator							



<u>PROGRAMS</u>	<u>GOALS</u>						
	<u>Affordability</u>	<u>M'tenance</u>	<u>Expansion</u>	<u>special needs</u>	<u>U.C./Inst.</u>	<u>Access</u>	<u>Public Part.</u>
<u>Families w/ Children</u>							
a. Section 8 Program							
b. Shared Hsng. Referral		2.13		4.13			
c. LIPH (listed in new construction)							
<u>Students (see U.C. Housing below)</u>							
- Encouraged creation of additional student housing 1.15,			3.10		5.10 -5.18		
<u>V. U.C. Housing</u>							
a. Established ongoing mechanism for high level meetings w/ University					5.17		
b. Agreement on compensation for additional city services resulting from creation of new student beds					5.15		
c. Review & response to U.C. Long Range Dev. Plan					5.10 - 5.17		
d. Mayor/Chancellor agreement on Hsng. & related issues					5.10 -5.17		
<u>VI. FAIR HOUSING</u>							
a. Funded Hsng. Rights Inc. (outreach counsel. & investigations)						6.10	
b. Brochures in 7 languages						6.10	
c. Staff Info. & outreach							
d. Ordinance to protect AIDS victims					6.10		
e. Community Agencies outreach							
<u>VII. Public Participation</u>							
(see list of programs on page )							7.10
Support of existing local non-profits & establishment of new ones							7.11



<u>PROGRAMS</u>	<u>GOALS</u>						
	Affordability	M'tenance	Expansion	special needs	U.C./Inst.	Access	Public Part.
<u>VIII. Other Regulatory Measures</u>							
a. Approved Inclusionary Zoning Ordinance	1.22, 1.23, 1.25 1.26		3.10				
b. Zoning Ordinance							
(1) Technical Revisions		1.10					
(2) Telegraph Avenue Pro-housing Zoning Changes			3.10, 3.12				
c. Drafted Area Plans for Downtown, South Berkeley & West Berkeley	1.10, 1.12, 1.22, 1.23, 1.26		3.10, 3.12, 3.15, 3.16				7.10, 7.11
d. Hotel Non-conversion Ordinance		1.22, 1.23	2.16	4.14			
e. Allowed use of S8 vouchers for SRO Housing	1.13, 1.23	2.16	3.10	4.14			
f. Drafted Housing Mitigation Fee Regulations	1.12, 1.23		3.10				
g. URM Inventory & Drafted Unreinforced Masonry Ordln.	1.10, 1.19	2.11, 2.12, 2.14					
<u>Administration</u>							
a. Implemented anti-demol. and anti-conversion regs		1.10, 1.22	2.12				
b. Implemented historic Pres. Ord.			2.14, 2.15				
c. Instituted Council Committee on Housing	1.10						7.11
d. Draft Hsng.Trust Fund Guidelines	1.22, 1.23, 1.25, 1.26				6.11		
e. Streamlined Codes							



PROGRAMSGOALS

Affordability

M'tenance

Expansion

special needs

U.C./Inst. Access

Public Part.

&amp; Zoning Permit Process 1.10

f. Created Hsng. &amp;

Redev. Division &amp;

added Hsng. Dev. Spec.

to Staff

1.13, 1.22

3.10, 3.11, 3.13

g. Undertook activities to

expand Redevelop. Area 1.19, 1.22, 1.23 3.16

h. Hired Homeless 1.22

4.14

Coordinator

i. Funded non-profits

Hsng. groups 1.16, 1.22, 1.23, 1.26 3.10, 3.12

7.10, 7.11

J. Est. Conflict Resol. Board

K. Created first-source hiring program (1.0 increase affordability by raising income)



## **D. SUMMARY OF 1985 HOUSING ELEMENT GOALS AND POLICIES**

### **I. HOUSING AFFORDABILITY-** Residents should have access to decent housin pleasant neighborhoods at a range of prices they can afford

- 1.10 Review program standards
- 1.11 Coordinate private & public actions
- 1.12 Support policies which will insure maximum flow of housing assistance
- 1.13 Seek reasonable rate financing
  - Prioritize programs so as to maintain population diversity, increase number receiving rental subsidies & avoid concentration of low income housing.
- 1.14 Prevent erosion of tax base
- 1.15 First priority -expand supply of rental units
- 1.16 Expand homeownership, including Limited Equity Co-ops
- 1.17 Integrate energy conservation measures in hsng. programs
- 1.18 Provide relocation assistance
- 1.19 Seek maximum flow of housing assistance from government bodies
- 1.20 Encourage conversion back to housing of blgs. now used for other purposes
- 1.21 Protect tenants from large rent increases and unjust evictions
- 1.22 Support actions to increase long-term affordability of housing units
- 1.23 Prevent displacement
- 1.24 Educate and protect renters in exercise of their rights.
- 1.25 Require long-term affordability to any government subsidy or assistance provided
- 1.26 Encourage a mix of income ranges in new hsng. developments

### **II. Maintenance of Existing Housing**

- 2.10 Institute voluntary housing rehab programs
- 2.11 Coordinate flexible code enforcement program
- 2.12 Prevent housing loss because of demolition, conversion, or vacancy
- 2.13 Encourage shared housing and second units
- 2.14 Encourage preservation of significant buildings
- 2.15 Carry out programs consistent w/ historic preservation
- 2.16 Improve supply of low cost residential hotel rooms
- 2.17 Pursue programs to improve energy efficiency of existing housing

### **III. Expansion of Housing Supply**

- 3.10 Encourage low & moderate income housing
- 3.11 Employ state/federal programs to stimulate new low/mod income housing
- 3.12 Stimulate mixed use developments in appropriate locations



- 3.13 Encourage new housing on vacant or suitable public land
- 3.14 Encourage replacement of housing lost through conversion, deterioration, or public action
- 3.15 Facilitate creation of live/work units
- 3.16 Encourage more efficient use of existing housing

#### **IV. Special Needs Housing**

- 4.10 Support activities allowing Black families to obtain and maintain housing in Berkeley
- 4.11 Support activities allowing elderly or disabled to remain in their home
- 4.12 Encourage adequate supply of housing for elderly and disabled
- 4.13 Encourage housing for families with children, especially large, and single-parent families
- 4.14 Seek solutions to the problems of homeless individuals & families

#### **V. Housing Responsibility of University & Other Institutions**

- 5.10 Urge University to limit enrollment to 27,500
- 5.11 Urge development of housing in accordance with City policy & regs
- 5.12 Seek dev. that won't take land off tax rolls & enhance the community
- 5.13 Solicit University increase of student housing
- 5.14 Urge University to involve community in housing-related planning
- 5.15 Seek compensation for City-provided services & loss of revenue
- 5.16 Encourage University to maintain residential buildings for housing
- 5.17 Develop high level communication between University and City

#### **VI. Equal Access to Housing Opportunities**

- 6.10 Act to eliminate housing discrimination
- 6.11 Allocate housing assistance on a non-discriminatory basis
- 6.12 Seek to make available reasonably priced financing & insurance
- 6.13 Encourage tenant/landlord cooperation

#### **VII. Public Participation**

- 7.10 Encourage neighborhood & organizations involvement in planning programs that affect them
- 7.11 Enlarge role of neighborhood & organizations in planning & development
- 7.12 Encourage mutual self-help activities which further housing & dev.



# E. SUMMARY OF PROGRAM AND ACTIVITIES 1990-1995

PROGRAMS	RESPONSIBLE AGENCY	1995 TARGET
GOAL #1 AFFORDABILITY		
Rent/Eviction Control Implementation	Rent Stabilization Board	Ongoing
Section 8 Implementation	Berkeley Housing Authority	500 Additional Subsidies
RHCP & LIPH Administration	Housing & Redevelopment	Ongoing
MCC Program (Participate in State Homeownership Program)	Program Planning	Use of 20 additional MCC's
Conversion of rental Units To Long-Term Affordable Housing	Resources for Comm. Devt.	50 Units
New SRO's	Housing & Redevelopment	27 Units
Relocation	Program Planning	12 Temp. Relocations/year
Berkeley Inn Aquisition/Rehabilitation/Occupancy	H & R/ R.C.D	Complete by 1992
Implementation of Non-Conversion Regulations	Current Planning (Zoning)	Ongoing
Housing Mitigation Fees	Off.of Economic Development	\$675,000 in fees collected
First Source Hiring Program	Off.of Economic Development	Place 200 Workers Per Year
GOAL #2 MAINTENANCE		
Federal Rental Rehabilitation	Housing & Redevelopment	375 Units
CHRP Program	Housing & Redevelopment	30 Units
CALDAP Program	Housing & Redevelopment	100 Owner Loans, 10 for Rental
Federal Section 312	Housing & Redevelopment	40 Loans
Prop. 107 Rehab. Programs (If available) or other program	Housing & Redevelopment	25 units
Code Enforcement	Codes & Inspection	Ongoing
R.R.I/Housing Complaints Program	Codes & Inspection	1000 Households per year
Seismic Safety Program	Codes & Inspection	1000 Units Reinforced by 1995
Tool Lending Library	Public Library	8000 patrons per year
Weatherization/Minor Home Repair Program	OED Energy Office	490 households per year
Residential Energy Compliance Ordinance (R.E.C.O)	Codes/OED Energy Office	1000 Inspections per year
GOAL #3 SUPPLY		
(Rumford Plaza)	H & R/ S.B.C.H.D.C	43 new units by 1991
Lorin Station	H & R/ S.B.C.N.D.C	16 units
Inclusionary Zoning Implementation	P.P./Current Planning	20 units
Second Units	Current Planning	50 Units
Federal Section 202	Housing & Redevelopment	40 Units
Completion of Area Plan Zoning	Advanced Planning	Review Complete 1991
Code & Permit Process Review	Ct. Plg./Citizen Committee	Review Complete by 1991
(And Implementation of Recommendations)		



#### GOAL #4 SPECIAL NEEDS

##### Homeless Programs

- Creation of Permanent Shelter	H & R/Non-Profit Agency	80-100 Bed Shelter by 1992
- Maintenance of Existing Programs	Homeless Co-ordinator	Ongoing
- Creation of New Transitional Housing	H & R/Non-Profit Agency	Complete by 1993
- Develop Homeless Prevention Program	Homeless Co-ordinator/N.P.A	Develop Program by 1991
- Return 3 vacant SRO's to occupancy	H & R/Non-profit Agencies	Rehab & return 180 SROs by 1992
Creation of joint City/private special-needs housing	P.P/H & R/Non-Profit Agency	Develop Project by 1994
Shared Housing	ECHO Housing	Assist 75 Clients per year
Reverse Annuity Mortgage Program	ECHO Housing	7 Mortgages per year
Monitor City Programs for Disabled Access	504 Disabled Co-ordinator	Ongoing
Develop Disabled Rights Education Program	504 Disabled Co-ordinator	Develop Program by 1991

#### GOAL #5 UNIVERSITY

##### Promote Development of Appropriate Student Housing

##### Monitor University Development

Advanced Planning	355 Units
Advanced Planning	Ongoing

#### GOAL #6 EQUAL ACCESS

##### Fair Housing Program (Counselling/Audit)

##### Conflict Resolution Board

##### Outreach Programs

P.P/Housing Rights Inc.	Complete Audit 1991
C.M's Off./Citizen Board	Ongoing
P.P/Housing Rights Inc.	Ongoing

#### GOAL #7 REGIONAL CO-OPERATION

##### Homelessness - Develop Inter-City Co-operation

##### Develop Dialogue on Jobs/Housing/Transportation Issues

##### Explore Pooled Funding for Meeting Affordable Housing Goals

Homeless Co-ordinator	Ongoing
Ad. Plg/ Mayor's Office	As Opportunities are available
P.P/H & R	Ongoing

#### GOAL #8 PUBLIC PARTICIPATION

##### Refine Existing Public Participation Mechanisms

##### Continuation of Revitalization Exchange/City Quarterly Report and other Informational Materials

P.C.D/C.M/Comm.Govt Oper'ns	Ongoing
Office of the Director	Ongoing

#### List of Abbreviations

H & R: Housing and Redevelopment

P.P: Program Planning

Ct. Plg: Current Planning

Ad. Plg: Advanced Planning

O.E.D: Office of Economic Development

P.C.D: Planning and Community Development

C.M: City Manager

N.P.A: Non-profit Agency

R.C.D: Resources for Community Development

S.B.C.H.D.C: South Berkeley Community Housing Development Corporation

S.B.N.D.C: South Berkeley Neighbourhood Development Corporation



### City of Berkeley Annual Housing Funds, 1989-90 Fiscal Year

Federal - CDBG	\$2,706,000
Federal - CDBG Repayments	550,000
Federal - Emergency Shelter Grants	43,000
Federal - HUD (Public Housing)	44,000
Federal - Rental Rehab	211,000
Federal - 312	480,000
Federal - Section 8	9,815,000
TOTAL FEDERAL	\$13,849,000

State - Miscellaneous	96,000
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Berkeley - General Fund (*)	\$2,469,000
Berkeley - General Fund (Special Projects)	1,575,000

(\*) The general fund expenditures are typically covered by fees.

Berkeley - Rent Stabilization Program (fees)	2,220,000
Berkeley - Housing Authority (rent & interest)	199,000
Berkeley - Redevelopment Areas (After debt repayment)	340,000
Berkeley - Redevelopment (Interest & Sale of property)	426,000
TOTAL CITY	\$7,229,000

TOTAL CITY, STATE & FEDERAL	\$21,174,000
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#### Trends:

Federal: All Federal funding except Section 8 is going down. CDBG loan repayments will reach zero by the year 2000. Additional Federal funding is sometimes available for particular projects. The Low-Income Housing Tax Credits were used on the Sacramento Street Project for example and may be available for future projects.

State: Substantial new State money will be available for earthquake-damaged buildings under the CALDAP program. State bond money may continue to be available for rehabilitation and acquisition of rental housing if further bond issues are passed.

City: Carry-over funds from redevelopment and sale of property are virtually exhausted. The proposed creation of a new South Berkeley Redevelopment District would generate \$2,200,000 over the next five years for rehabilitation and revitalization in that area.







# APPENDICES







## Appendix A

# Excerpts from 1989 BAE\* Berkeley Household Survey

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\* Bay Area Economics, Inc.







## The 1989 Berkeley Household Survey

The City of Berkeley commissioned a survey of Berkeley residents to provide up-to-date demographic information to use in updating the City's General Plan. The survey was carried out by Bay Area Economics (BAE), a consulting firm located in West Berkeley.

In September 1989 BAE mailed questionnaires to 4,000 addresses in Berkeley. Taking out vacant units and inadequate addresses, the 1,861 valid responses are a 49 percent response rate. The addresses were randomly selected within five market areas also used in the 1988 BAE survey of tenants in rent controlled units (see map), so that 800 were mailed in each area. Since each area has a different number of households, citywide totals are created by weighting each area's responses by the actual number of units in each area.

There are two main potential sources of bias in any survey. First, how complete is the population from which the sample is selected? In the case of this survey it only includes households. People living in group quarters such as dormitories, boarding houses, residential hotels, fraternities and sororities were not included in the survey. The list of Berkeley addresses was as complete as possible, combining addresses from several data sources, but undoubtedly has some omissions such as illegal units.

Second, are there any systematic differences between those people or households that responded to the survey and those that did not? Generally mail surveys will overrepresent people who are better educated, have higher incomes and are homeowners. Women are also more likely to fill out surveys than men, with 58% female and 42% male respondents in the BAE survey compared to an even distribution of men and women in the 1980 Census. This seems to reflect a household division of labor and does not appear to have created appreciable error in other results (58 percent of second workers in two-income families were men and 42% women). Still, care must be taken to check for possible biases whenever the survey is used.

One check is to compare the survey results with housing data from the 1980 Census, since the housing stock has not changed much since then. The comparison shows that survey households in one bedroom units are underrepresented by six percent, with a corresponding overrepresentation of larger units. Similarly, households in buildings with five or more units are underrepresented by two percent with a corresponding overrepresentation of single-family and duplex units. This is quite accurate for a sample survey and within the normal range of survey error. A correction should be made, however, when using the survey results to describe the housing stock or percentage of renters and owners.

As with any sample survey, there is always a potential for error in the results and they must be interpreted with caution. In general, however, there do not appear to be any major systematic biases. The results are generally valid within plus or minus three percent for citywide figures and within five percent by neighborhood at the ninety-five percent confidence level. Crosstabulations, which look at particular subgroups such as women who use buses to shop, reduce the size of the relevant sample and will have wider ranges of potential error.



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Survey Response Rate by Submarket Area

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Type of Response	Submarket Area					Total*
	One	Two	Three	Four	Five	
Valid Responses	442	419	369	316	315	1,861
Vacant	5	13	6	26	36	86
Not Deliverable	12	13	33	39	15	112
Other	3	0	1	2	1	11
Declined to Participate	9	4	2	4	10	29
Numbers Removed by Respondent	-	-	-	-	-	23
Returned After Cut-off Date	3	4	3	3	5	18
No Response	326	347	386	410	418	1,860
Total Sent Out	800	800	800	800	800	4,000

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\* Totals may not sum from submarket areas as some surveys could not be classified by submarket area.

Source: Bay Area Economics, 1989



FIGURE 1: SUBMARKET AREA MAP

Berkeley Historically Low Rent Study

Source: Bay Area Economics

Submarket Area Boundary 

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### Excerpts from 1989 BAE Berkeley Households Survey

The tables contained in this section have been selected from the BAE Household Survey and provide relevant demographics, housing, and employment information. The full survey is available at the City of Berkeley, Planning and Community Development Department, and in the main branch of the Berkeley Public Library. Some of the salient findings are as follows:

#### 1. Household Type

Berkeley's household composition is a real mix. The largest percentage of households are single people who live alone (34%), an almost equal number are married couples with or without children (32%). Unrelated individuals living together constitute 13% of the households. Single parents with children are the next largest group (9%); Unmarried couples account for 8%, related couples for 2%.

#### 2. Ethnic/Race Distribution

According to the 1989 survey, the majority of Berkeley's population continues to be White (the 1980 Census reported 68% as White). However, there are subarea variations. The Hills, North/Central Berkeley, and Campus/Downtown areas are predominantly White; in West Berkeley and South Berkeley Whites make up 45% to 48% of the households. Citywide, the Black population apparently declined to 13%, down from 20% in 1980, while the Asian population increased to 12% from 8% in 1980 and the Hispanic population remained stable at 4%.

#### 3. Household Size and Age

The average household size in Berkeley is 2.21 persons. The vast majority of Berkeley residents live in one and two person households (72%). Three and four person households represent another 22%. Six percent of households have 5 or more persons.

All age groups are fairly well represented in the households surveyed. There are almost as many children (under 18) as there are young adults (18-24 years of age), 17% and 16% respectively. Approximately 42% of the population is equally divided between those in the 25-34 age group and those in the 35-44 group. Another 16% are in the 45-64 category; the remaining 9% are 65 or over. Since the 11% of the population living in group quarters were not surveyed, these figures do not reflect the total population.



### 4. Household Income

The Citywide mean<sup>1</sup> household income reported for 1988 is \$37,200. There is considerable income variation between the high-income Hills and the other subareas with the Hills area mean at \$61,000, trailed by the Central Area at \$35,200, South Berkeley at \$30,072, West Berkeley \$27,900, and the Campus area at \$26,400. (The Association of Bay Area Governments, ABAG, estimated a mean income of \$33,600 in 1988. The difference may be an error in either the survey or ABAG's report, "Projections '90").

The survey report indicates that approximately one-quarter of the City's households (27%) have incomes below \$15,000 (approximately 42% of the median income for this area) and three fifths are below the Bay Area median for a two-person household of \$35,300. Twenty nine percent of households are very low-income (below 50% of median) by HUD's 1988 standards, 13% are low income (50% - 80% of median), 19% are moderate (81% -120% of median) and 39% are above 120% of median.

The BAE survey indicates the renter median income to be \$17,600 for 1988. The household survey also shows that 42% of renter households have incomes below \$15,000. An earlier BAE survey of renters in rent controlled units showed renter's "median" income for 1987 to be \$17,300 and "mean" income reported at \$20,545. Income of renter households responding to that survey appear to have remained fairly constant since the 1980 Census which showed a mean income for renters of \$20,700.

Looking at households with very low incomes (below \$15,000) by race, the survey shows the following percentage for the major groups, Hispanics: 55%, Asians: 50%, Blacks: 38%, Whites 27%. Conversely, the breakdown in terms of those with high incomes (\$60,000 or above) is reported as follows: Whites: 24%, Hispanics: 12%, Asians 8%, Blacks: 5%.

### 5. Type of Home

The largest number of respondent households lived in single family houses (45%) and another 22% live in 2 to 4 unit buildings; 11% live in buildings with 5-9 units, and 22% live in buildings with more than ten units. The buildings with the largest number of units are in the campus area. Variation among submarket areas reflects the City's zoning pattern.

The City's mean number of rooms per unit is five. Approximately 49% of the units are small (four rooms or less). 30% have five or six rooms, and 21% have 7 or more rooms. The larger units are primarily located in the Hills area, the smaller ones in the Campus/Downtown area.

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<sup>1</sup> The "mean" is the numerical average of all responses; the median is the value in the middle, with an equal number of responses above and below.



### 6. Tenure Status

There has been a significant shift in the ratio of owners to tenants. In 1980 there were approximately 62% tenant households and 38% owners, the BAE survey (as qualified) indicates that percentage now is approximately 52% renters and 48% owners. There is significant variation within subareas in terms of renters/owners population as follows: Hills area 81% are homeowners, followed by the Central Area with 60% , and West Berkeley with 56%. Renters make up the majority in the Campus Area 82%, and the South Berkeley Area 54%.

### 7. Rent And Housing Costs

The survey indicates a Citywide mean contract rent of \$432. In general rents are highest in the Hill sarea where the mean is \$576. Mean rents in the rest of Berkeley range from \$392 in North/Central Berkeley to \$436 in the Campus/Downtown "Area. The Section 8 Program may be primarily responsible for the higher rents for South and West Berkeley reported in the household survey than in the rent-controlled tenant survey, which excluded Section 8 units.

The household survey indicates that the mean price that all owner households paid for housing in Berkeley is \$109,626, with the Hills area having the highest mean price at \$123,561 and the lowest being in West Berkeley at \$69,793. Over one-third of all homeowners, and 39% of those in the Hills area, paid less than \$50,000 for their home. Another 30% paid over \$150,000, with the remaining third paying between \$50,000 and \$150,000.

### 8. Housing Burden ( Housing Costs as percentage of Income)

The figures on housing costs as percentage of income do not include other housing expenses beyond rent and mortgage amounts; they are still statistically useful as indicators of level of housing cost burden. Those figures indicate that approximately 50% of both renter and owner households are spending above 25% of their income for housing costs (this is the percentage the state uses to indicate affordability) and 40% are spending above 30% (used by the federal government). Nearly one-quarter of renters and 10% of homeowners report paying 50% or more of income for housing. There is considerable variation in housing burden according to household types.

### 9. Cost of Home and year bought

Approximately one-third of the homeowners respondents bought housing between 1985-1989. Given the high home prices during that period, this indicates a tendency towards a higher income composition of the owner households. That trend is likely to continue in the future as more housing changes hands. The median date when a house was bought has variations within subareas as follows: Hills:1975, South Berkeley: 1979, North/Central Area: 1981, West Berkeley Area 1982, Campus/Downtown Area: 1983. Given the high housing



costs in the last decade, these dates are indicators of the speed of change in the income composition of households in those neighborhoods.

### 10. Household Mobility

Respondents indicated a high level of mobility; 49% of households moved between 1985-1989. Half of the respondents lived in Berkeley before moving to their present address (approximately 49%) 37% lived elsewhere in the Bay Area, 7% elsewhere in California, and 8% moved directly from the rest of the United States or from another country.

### 11. Housing Assistance to Homeless and Low Income People

The majority of people surveyed thought that it was "very important" to provide shelters to the homeless (57%) and housing for low income people (52%). There was some variation within submarket areas. Less than a majority in the Hills Area thought that providing assistance to the homeless or those with low income was "very important". From 58% to 63% respondents in South and West Berkeley thought it was "very important" to assist the homeless and low income people.

### 12. Employment

Approximately eighty-two percent of Berkeley households have one or more employed persons; 33% of the households had two workers. That percentage is very relevant when one takes into consideration that 43% of the households responding contained only one adult person (34% plus 9% single parents). The majority work more than 35 hours. There are significant submarket variations, South Berkeley and the Campus areas had the largest percentage of households without a second worker. As could be expected, the Campus area also had the largest percentage of respondents working 15 hours or less.

Of the working respondents, 21% had more than one job (this is much higher than the Bay area median). In households with there were more than two workers in the household, 15% of the workers also had a second job.

### 13. Place of Employment

Approximately 42% of working respondents (and 39% of the second workers) were employed in Berkeley. A significant percentage worked at home (10.% of the respondents and 6% of second workers). Approximately 13% of the workers commuted to Oakland and 13% to San Francisco. Others commuted to various locations. 86% of all households have the use of a motor vehicle. Fifty seven percent of working respondents usually drive to work alone.



### 14. Type of Employment and Industry

The largest category of workers in Berkeley are professionals or consultants (45%) another 13% are managers/administrators, 16% are clerical and administrative support, 7% are in the service sector.

Services, including business services, were the largest employment industry ((39%), followed by the U.C. system (16%) and government (11%), followed by retail trade. Manufacturing and construction combined accounted for 11% of employment. The occupational and industry categories for first and second worker were similar.



# DEMOGRAPHICS

Household Type	Submarket Area					Citywide
	One	Two	Three	Four	Five	
One person living alone	23.8%	33.6%	41.7%	26.4%	39.1%	34.3%
Single parent with child(ren)	5.8%	11.4%	3.6%	19.5%	13.8%	8.9%
Married couple with or without child(ren)	57.0%	32.8%	16.6%	32.7%	22.1%	31.7%
Unmarried couple with or without child(ren)	4.2%	10.6%	8.6%	9.2%	10.0%	8.3%
Related persons other than parents and children	0.9%	1.2%	2.8%	3.6%	3.8%	2.3%
Unrelated persons other than couples	6.0%	8.9%	25.7%	6.6%	9.7%	13.0%
Unmarried or married couple w. or w.o. chld(rn) with unrel. adults	1.6%	1.2%	0.8%	1.0%	0.3%	1.0%
Other	0.7%	0.2%	0.3%	1.0%	1.0%	0.6%
% Total by Area	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

\* Citywide average is a weighted mean based on the total number of units per submarket area.

Source: Bay Area Economics, 1989

## Ethnic/Race Distribution

	One	Two	Three	Four	Five	Citywide *
White	85.5%	67.0%	68.7%	44.8%	48.0%	66.8%
Black	2.1%	12.4%	2.9%	30.2%	36.2%	13.3%
Hispanic	3.8%	4.6%	3.0%	12.9%	3.4%	4.4%
Asian	6.2%	10.6%	21.8%	9.2%	6.9%	11.5%
Native American	0.4%	0.4%	1.1%	0.3%	1.8%	0.9%
Other	2.1%	5.0%	2.4%	2.7%	3.7%	3.2%
Total by Area	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

\* Citywide average is a weighted mean based on population per submarket area.

Population estimates are based on the total units per area (city figure) times the average household size in each area (from survey).

Source: Bay Area Economics, 1989

## RACE BY HOUSEHOLD TYPE: TAB15J

### Citywide \*

HHTYPE	RACE WHITE	BLACK	HISPANIC	ASIAN	NATIVE AMERICAN	OTHER RACE	MIXED
ONE ALONE	38.3%	39.6%	52.2%	37.3%	38.9%	46.9%	0.4%
SINGL PARENT	5.8%	25.3%	9.7%	5.4%	13.3%	30.3%	10.9%
M CPLE W OR WO C	35.0%	23.1%	20.0%	22.2%	30.4%	9.6%	33.6%
UNMRD C W OR WO C	9.8%	4.3%	3.8%	0.8%	0.0%	0.0%	14.3%
OTHER RELATEDS	0.8%	4.6%	7.3%	4.6%	17.4%	0.0%	4.7%
UNRELATED NOT CP	8.9%	2.2%	3.5%	29.6%	0.0%	13.2%	32.5%
CPL W UNREL ADULT	1.2%	0.0%	3.5%	0.0%	0.0%	0.0%	1.0%
OTHER	0.3%	0.8%	0.0%	0.0%	0.0%	0.0%	2.6%
Percent Down	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Percents Across	62.6%	11.8%	2.1%	8.9%	0.4%	1.2%	12.9%

Source: Bay Area Economics, 1989



# Number of Persons in Household

Number of Persons	Submarket Area					Citywide *
	One	Two	Three	Four	Five	
One	23.7%	33.5%	41.7%	26.1%	38.6%	34.1%
Two	37.7%	41.6%	40.3%	37.3%	31.9%	38.1%
Three	16.3%	13.5%	8.0%	14.7%	14.4%	12.9%
Four	13.1%	7.4%	5.2%	14.7%	8.7%	8.9%
Five	7.6%	2.5%	1.4%	3.3%	3.4%	3.6%
Six	1.4%	1.2%	1.1%	1.0%	2.3%	1.4%
Seven	0.2%	0.2%	0.0%	1.6%	0.0%	0.2%
Eight or More	0.0%	0.0%	2.2%	1.3%	0.7%	0.8%
% Total by Area	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Mean	2.48	2.08	2.02	2.53	2.18	2.21
Median	2.00	2.00	2.00	2.00	2.00	

\* Citywide average is a weighted mean based on the total number of units per submarket area.

AGE	One	Two	Three	Four	Five	Citywide *
Under 5	9.6%	5.5%	3.2%	7.6%	5.7%	6.1%
5-13	7.6%	9.3%	3.8%	13.3%	9.4%	7.8%
14-17	2.8%	2.1%	1.1%	3.7%	4.2%	2.6%
18-24	7.7%	8.0%	36.0%	8.1%	12.3%	16.1%
25-34	13.5%	24.8%	26.3%	20.5%	23.9%	21.7%
35-44	20.6%	24.8%	13.0%	24.9%	22.3%	20.2%
45-64	23.3%	16.1%	11.0%	14.0%	13.8%	16.0%
65+	14.9%	9.3%	5.6%	8.0%	8.4%	9.5%
Total by Area	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

\* Citywide average is a weighted mean based on the population per submarket area.  
Population estimates are based on the total units per area (city figure) times the average household size in each area (from survey).

## Household Type by number of Children under 18:

CHILDREN UNDER 18	HH TYPE								Citywide *
	ONE ALONE	SINGLE PARENT	M CPL OR WO CH	W UNMRD W OR WO CH	CPL OR WO CH	OTHER RELATEDS	UNRELATED NOT CPL	CPL W UN UNREL ADULT	
0.00	100.0%	30.3%	59.1%	84.6%	72.1%	95.9%	65.8%	45.9%	
1.00	0.0%	46.4%	17.7%	11.7%	16.9%	3.9%	23.6%	16.2%	
2.00	0.0%	17.7%	17.1%	2.4%	7.7%	0.0%	0.0%	25.6%	
3.00	0.0%	5.5%	4.9%	0.7%	0.0%	0.2%	5.3%	12.3%	
4.00	0.0%	0.0%	0.9%	0.7%	3.2%	0.0%	5.3%	0.0%	
5.00	0.0%	0.0%	0.3%	0.0%	0.0%	0.0%	0.0%	0.0%	
6.00	0.0%	0.0%	0.1%	0.0%	0.0%	0.0%	0.0%	0.0%	
Percent Down	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	
Percents Across	34.1%	8.9%	31.6%	8.3%	2.2%	13.2%	1.0%	0.6%	100.0%

## RACE BY NUMBER OF CHILDREN UNDER 18: TAB15K

# of children	RACE								Citywide *
	White	Black	Hispanic	Asian	Native American	Other Race	Mixed		
0.00	80.3%	69.6%	83.5%	91.6%	51.9%	62.0%	61.4%		
1.00	10.5%	17.0%	6.3%	5.5%	30.8%	25.6%	19.4%		
2.00	6.8%	8.1%	7.9%	2.6%	0.0%	6.2%	14.6%		
3.00	1.8%	4.2%	1.2%	0.0%	17.3%	6.2%	3.9%		
4.00	0.4%	1.1%	0.0%	0.3%	0.0%	0.0%	0.6%		
5.00	0.1%	0.0%	1.2%	0.0%	0.0%	0.0%	0.0%		
6.00	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.2%		
Percent Down	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%		
Percents Across	62.5%	11.7%	2.0%	9.1%	0.4%	1.2%	13.0%	100.0%	

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Where Did Respondent Live Before?

Response	Distribution by Submarket Area					
	Submarket Area					Citywide *
	One	Two	Three	Four	Five	
Berkeley	51.8%	46.9%	49.7%	50.0%	45.8%	48.8%
Oakland	7.8%	16.3%	11.5%	19.0%	23.4%	14.6%
Richmond	2.1%	2.5%	1.1%	3.3%	3.4%	2.3%
Elsewhere in the Bay Area	25.2%	19.5%	17.6%	16.3%	18.6%	19.9%
Balance of California	5.0%	8.0%	8.4%	8.3%	5.1%	6.8%
Balance of U.S.	6.7%	5.5%	8.7%	2.3%	3.4%	6.0%
Outside of U.S.	1.4%	1.3%	3.1%	0.7%	0.3%	1.6%
% Total by Area	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

\* Citywide average is a weighted mean based on the total number of units per submarket area.

RACE BY YEAR RESPONDENT MOVED IN: TAB151

Citywide \*

MOVE YEAR	RACE WHITE	BLACK	HISPANIC	ASIAN	NATIVE AMERICAN	OTHER RACE	MIXED
BEFORE 1950	3.5%	4.4%	0.0%	5.9%	0.0%	0.0%	1.1%
1950-1959	3.8%	13.9%	4.5%	3.3%	0.0%	0.0%	0.2%
1960-1969	6.5%	15.8%	14.4%	8.0%	17.3%	0.0%	1.7%
1970-1979	18.8%	17.5%	9.2%	7.0%	13.0%	15.9%	19.4%
1980-1984	18.1%	17.2%	19.3%	12.3%	36.8%	8.1%	17.6%
1985-1988	35.9%	23.7%	24.7%	43.5%	32.9%	68.9%	43.3%
1989	13.5%	7.6%	27.9%	20.0%	0.0%	7.2%	16.7%
Percent Down	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Percents Across	63.8%	11.7%	2.1%	8.4%	0.4%	1.1%	12.5%

Source: Bay Area Economics, 1989



# INCOME

Income	Submarket Area					
	One	Two	Three	Four	Five	Citywide *
Less than \$5,000	0.5%	5.2%	13.4%	5.3%	6.8%	6.8%
\$5,000 to \$9,999	1.8%	10.5%	14.3%	14.5%	11.1%	9.9%
\$10,000 to \$14,999	5.3%	10.5%	13.1%	14.8%	10.0%	10.2%
\$15,000 to \$19,999	3.7%	10.2%	7.6%	9.2%	10.8%	8.0%
\$20,000 to \$24,999	5.5%	7.3%	9.1%	5.3%	8.6%	7.5%
\$25,000 to \$29,999	5.8%	8.4%	11.9%	12.0%	9.0%	9.1%
\$30,000 to \$34,999	6.1%	8.1%	7.9%	8.1%	9.0%	7.8%
\$35,000 to \$39,999	5.5%	5.0%	5.2%	9.2%	8.2%	6.1%
\$40,000 to \$49,999	9.5%	8.1%	3.6%	7.8%	9.0%	7.3%
\$50,000 to \$59,999	8.9%	9.7%	4.9%	5.7%	10.0%	8.0%
\$60,000 to \$74,999	12.6%	7.3%	4.3%	6.0%	3.9%	6.9%
\$75,000 to \$99,999	16.3%	7.6%	1.8%	1.8%	2.9%	6.7%
\$100,000 and over	18.4%	1.8%	3.0%	0.4%	0.7%	5.7%
% Total by Area	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Mean **	\$61,039	\$35,190	\$26,391	\$27,871	\$30,072	\$37,199
Median **	\$55,000	\$27,500	\$22,500	\$27,500	\$27,500	

\* Citywide average is a weighted mean based on the total number of units per submarket area.

\*\* Means and medians are derived based on all incomes in each category being at the midpoint of the category, and \$100,000 and over incomes assumed to average \$125,000. The assumption regarding incomes over \$100,000 may skew the mean, especially for submarket area one.

## INCOME BY HOUSEHOLD SIZE:

### Citywide \*

HHSIZE	INCOME												
	LT 5000	5000-9999	10000-14999	15000-19999	20000-24999	25000-29999	30000-34999	35000-39999	40000-49999	50000-59999	60000-74999	75000-99999	100000+
1.00	41.0%	54.0%	57.3%	47.2%	43.8%	40.6%	40.7%	30.9%	32.9%	13.4%	10.1%	5.4%	6.2%
2.00	44.4%	25.5%	28.5%	37.6%	37.5%	42.3%	32.5%	40.8%	37.6%	45.1%	43.3%	46.3%	36.7%
3.00	12.2%	12.2%	7.9%	7.0%	9.3%	7.8%	11.1%	13.4%	10.2%	19.2%	22.5%	21.9%	23.0%
4.00	2.3%	2.8%	3.0%	4.6%	7.0%	5.2%	8.5%	14.5%	9.8%	16.5%	13.4%	19.4%	15.4%
5.00	0.0%	1.9%	1.3%	1.6%	2.3%	2.0%	4.2%	0.0%	7.8%	2.5%	5.3%	5.4%	15.0%
6.00	0.0%	2.4%	1.7%	0.0%	0.0%	0.3%	1.8%	0.0%	1.3%	1.6%	3.8%	0.9%	2.1%
7.00	0.0%	0.0%	0.2%	0.0%	0.0%	0.7%	0.0%	0.0%	0.3%	0.6%	0.3%	0.9%	0.0%
8.00	0.0%	0.0%	0.0%	0.9%	0.0%	0.9%	0.3%	0.0%	0.0%	1.1%	1.2%	0.0%	0.0%
9.00	0.0%	1.1%	0.0%	1.1%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	1.5%
10.00	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.4%	0.0%	0.0%	0.0%	0.0%	0.0%
11.00	0.0%	0.0%	0.0%	0.0%	0.0%	0.3%	1.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
12.00	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Percent Down	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Percents Across	6.7%	9.8%	10.1%	8.0%	7.6%	9.1%	7.7%	6.1%	7.4%	8.0%	7.0%	6.7%	5.7%

100.0%

## INCOME BY HOUSEHOLD TYPE:

### Citywide \*

HHTYPE	INCOME												
	LT 5000	5000-9999	10000-14999	15000-19999	20000-24999	25000-29999	30000-34999	35000-39999	40000-49999	50000-59999	60000-74999	75000-99999	100000+
ONE ALONE	41.0%	55.0%	58.2%	47.2%	44.1%	41.2%	40.8%	30.8%	32.8%	13.4%	10.1%	5.4%	6.2%
SINGL PARENT	10.3%	12.0%	12.6%	12.5%	10.3%	14.1%	10.0%	10.9%	5.0%	7.1%	4.5%	2.6%	4.2%
M CPLE W OR WO C	3.3%	8.5%	9.8%	16.8%	17.0%	22.8%	28.2%	33.1%	42.9%	50.4%	61.6%	70.4%	69.9%
UNMRD CPL W OR WO C	0.4%	0.0%	6.5%	10.2%	15.7%	9.7%	6.3%	12.8%	11.2%	14.7%	10.1%	7.9%	6.7%
OTHER RELATEDS	1.3%	3.1%	1.6%	3.2%	0.8%	1.3%	2.0%	5.8%	1.0%	3.0%	2.5%	2.1%	2.1%
UNRELATED NOT CP	43.7%	20.6%	10.5%	9.8%	12.1%	9.3%	9.7%	5.5%	7.0%	9.8%	8.1%	7.6%	6.6%
CPL W UNRELT ADU	0.0%	0.8%	0.9%	0.3%	0.0%	0.7%	1.1%	0.9%	0.0%	1.1%	2.0%	3.0%	3.2%
OTHER	0.0%	0.0%	0.0%	0.0%	0.0%	1.0%	2.0%	0.0%	0.0%	0.6%	1.2%	0.9%	1.1%
Percent Down	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Percents Across	6.6%	9.6%	10.0%	8.1%	7.6%	9.1%	7.7%	6.2%	7.5%	8.1%	7.0%	6.7%	5.8%

100.0%



RACE OF HOUSEHOLD BY INCOME:

Citywide \*

INCOME	RACE							
	White	Black	Hispanic	Asian	Native American	Other Race	Mixed	
LT 5000	4.2%	6.9%	8.2%	24.5%	0.0%	6.8%	7.1%	
5000-9999	7.1%	17.5%	21.7%	10.8%	19.0%	14.2%	11.0%	
10000-14999	9.8%	13.4%	11.3%	14.4%	28.4%	4.8%	5.9%	
15000-19999	7.4%	14.6%	13.5%	5.5%	0.0%	19.4%	3.5%	
20000-24999	7.3%	8.0%	10.4%	7.6%	0.0%	6.1%	7.1%	
25000-29999	9.3%	8.3%	4.6%	9.9%	28.4%	7.2%	10.8%	
30000-34999	7.4%	5.5%	10.5%	6.9%	0.0%	16.7%	12.8%	
35000-39999	6.8%	7.7%	2.2%	3.7%	24.3%	0.0%	4.5%	
40000-49999	8.4%	5.2%	5.6%	4.6%	0.0%	2.0%	6.9%	
50000-59999	8.9%	8.2%	0.0%	4.4%	0.0%	18.1%	7.7%	
60000-74999	8.2%	2.2%	3.5%	3.6%	0.0%	4.8%	8.2%	
75000-99999	8.3%	0.5%	2.8%	2.7%	0.0%	0.0%	9.1%	
100000+	7.0%	1.8%	5.7%	1.4%	0.0%	0.0%	5.5%	
Percent Down	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	
Percents Across	62.9%	11.7%	2.2%	9.2%	0.3%	1.3%	12.5%	100.0%

INCOME BY NUMBER OF WORKERS:

Citywide \*

LLJOBS	LT 5000	5000-9999	10000-14999	15000-19999	20000-24999	25000-29999	30000-34999	35000-39999	40000-49999	50000-59999	60000-74999	75000-99999	100000+
.00	45.6%	33.5%	26.9%	21.7%	10.3%	15.0%	4.9%	7.3%	6.4%	6.4%	5.8%	5.6%	2.8%
.00	41.5%	46.9%	54.0%	61.3%	62.4%	49.6%	55.3%	56.6%	43.4%	30.7%	25.5%	18.6%	23.7%
.00	11.3%	11.7%	13.7%	15.3%	26.0%	32.3%	31.6%	34.9%	45.3%	54.0%	53.5%	60.1%	62.9%
.00	0.4%	5.0%	3.7%	1.6%	1.2%	1.8%	6.3%	0.8%	2.1%	4.7%	10.0%	12.9%	6.8%
.00	1.2%	1.9%	1.7%	0.0%	0.0%	0.5%	1.9%	0.0%	2.4%	3.5%	4.1%	2.5%	3.4%
.00	0.0%	1.0%	0.0%	0.0%	0.0%	0.6%	0.0%	0.4%	0.3%	0.8%	1.2%	0.4%	0.4%
.00	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Percent Down	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Percents Across	6.8%	9.1%	10.2%	8.0%	7.4%	9.2%	7.6%	6.3%	7.6%	8.1%	7.1%	6.8%	5.6%

ME BY YEAR RESP. MOVED IN:

Citywide \*

YEAR	LT 5000	5000-9999	10000-14999	15000-19999	20000-24999	25000-29999	30000-34999	35000-39999	40000-49999	50000-59999	60000-74999	75000-99999	100000+
ORE 1950	2.0%	3.0%	4.8%	4.1%	3.9%	3.5%	4.6%	3.3%	3.4%	2.0%	1.8%	1.8%	1.1%
0-1959	1.5%	5.5%	6.7%	7.0%	5.1%	1.6%	2.1%	6.2%	2.9%	2.5%	4.9%	1.8%	5.5%
0-1969	0.9%	6.3%	9.2%	8.5%	3.5%	1.9%	5.6%	7.6%	7.3%	13.3%	6.1%	7.3%	8.7%
0-1979	9.2%	10.9%	11.1%	16.3%	16.9%	19.6%	17.2%	22.3%	17.8%	20.7%	25.8%	28.9%	22.6%
0-1984	1.8%	14.0%	15.3%	17.1%	17.3%	23.0%	19.4%	21.1%	27.4%	20.9%	13.6%	19.4%	21.1%
5-1988	40.5%	42.8%	41.3%	33.7%	37.9%	40.1%	36.8%	26.0%	31.5%	34.5%	38.1%	33.3%	36.4%
89	44.0%	17.6%	11.6%	13.3%	15.5%	10.3%	14.3%	13.4%	9.7%	6.2%	9.8%	7.4%	4.6%
Percent Down	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Percents Across	6.7%	9.4%	10.2%	8.1%	7.2%	9.0%	7.8%	6.1%	7.4%	8.4%	7.0%	6.9%	5.8%

Tenure by Income: TAB7B

Citywide \*

Income	Tenure	
	RENTER	OWNER
Less than \$5,000	12.4%	1.1%
\$5,000 - 9,999	15.4%	3.7%
\$10,000 - 14,999	14.4%	5.9%
\$15,000 to 19,999	9.6%	6.3%
\$20,000 - 24,999	10.0%	4.5%
\$25,000 - 29,999	12.6%	5.7%
\$30,000 - 34,999	8.9%	6.4%
\$35,000 - 39,999	5.1%	7.4%
\$40,000 - 49,999	4.6%	10.1%
\$50,000 - 59,999	3.5%	13.0%
\$60,000 - 74,999	1.8%	12.7%
\$75,000 - 99,999	1.4%	12.5%
\$100,000 or more	0.3%	10.7%
Percent Down	100.0%	100.0%
Percents Across	50.9%	49.1%

Source: Bay Area Economics, 1989



## Housing Units by Units in Structure

Number of Units in Building	Count by Submarket Area					Citywide *
	One	Two	Three	Four	Five	
1	78.4%	54.3%	9.1%	51.5%	45.0%	45.0%
2	6.9%	14.5%	9.1%	14.9%	11.4%	10.6%
3 to 4	4.2%	12.2%	11.2%	18.2%	17.9%	11.6%
5 to 9	5.0%	6.1%	17.1%	10.9%	14.6%	11.0%
10 to 24	4.5%	7.4%	27.6%	2.3%	8.9%	12.4%
25 to 49	1.0%	4.1%	18.2%	2.0%	1.8%	6.8%
50 and up	0.0%	1.5%	7.6%	0.3%	0.4%	2.6%
% Total by Area	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Number of Rooms in Unit	Distribution by Submarket Area					
	Submarket Area					Citywide *
	One	Two	Three	Four	Five	
1	0.7%	0.8%	6.5%	2.3%	3.0%	2.9%
2	2.1%	9.9%	23.9%	5.3%	6.7%	11.1%
3	6.3%	17.7%	24.5%	12.9%	16.7%	16.5%
4	9.4%	17.2%	20.8%	33.7%	20.7%	18.2%
5	14.1%	22.8%	7.9%	21.8%	20.7%	16.1%
6	20.8%	19.5%	4.8%	12.5%	13.4%	14.0%
7	16.9%	6.1%	5.1%	5.3%	9.0%	8.8%
8 or more	29.7%	6.1%	6.5%	6.3%	9.7%	12.4%
% Total by Area	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Mean	6.42	4.68	4.67	3.87	4.83	5.06
Median	6.00	5.00	4.00	3.00	5.00	

Household Status	Distribution by Submarket Area						Citywide Adjusted**
	Submarket Area						
	One	Two	Three	Four	Five	Citywide *	
Renter	18.9%	40.4%	81.5%	44.0%	54.1%	50.0%	52.0%
Owner	81.1%	59.6%	18.5%	56.0%	45.9%	50.0%	48.0%
% Total by Area	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	

\*\* Adjusted by two percentage points by the City to account for Single Room Occupancy tenants not included in the survey.

\* Citywide average is a weighted mean based on the total number of units per submarket area.

Source: Bay Area Economics, 1989



# Tenure by HH Type: TAB7A

## Citywide \*

HH Type	Tenure	
	RENTER	OWNER
One Person living alone	45.4%	21.7%
Single Parent with Child(ren)	9.6%	8.3%
Married Couple w or w.o. child(ren)	13.1%	50.8%
Unmarried Couple w or w.o. child(ren)	9.7%	7.5%
Related persons other than parents & children	1.6%	2.9%
Unrelated persons other than couples	19.8%	6.4%
Unmar'd or mar'd cple w children, lving w unrel adults	0.5%	1.5%
Other	0.3%	0.9%
Percent Down	100.0%	100.0%
Percents Across	50.1%	49.9%

## Rent Amount

Rent Amount	Distribution by Submarket Area					
	Submarket Area					Citywide *
	One	Two	Three	Four	Five	
-----	-----	-----	-----	-----	-----	-----
\$0 - \$199	2.9%	9.2%	3.6%	9.9%	10.3%	6.3%
\$200 - \$299	14.3%	30.3%	22.3%	25.6%	22.1%	23.1%
\$300 - \$399	21.4%	24.3%	23.7%	17.4%	17.2%	21.9%
\$400 - \$499	10.0%	13.8%	22.3%	16.5%	22.8%	19.5%
\$500 - \$599	14.3%	12.5%	13.7%	14.9%	12.4%	13.3%
\$600 - \$749	17.1%	3.9%	8.3%	10.7%	7.6%	8.3%
\$750 - \$999	8.6%	3.3%	4.0%	5.0%	6.9%	4.9%
\$1,000 and up	11.4%	2.6%	2.2%	0.0%	0.7%	2.6%
 % Total by Area	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
 Mean	\$576	\$392	\$436	\$395	\$408	\$432
Median	\$500	\$343	\$400	\$358	\$400	

\* Citywide average is a weighted mean based on the total number of units per submarket area.

## Cost of Home \*\*

	Distribution by Submarket Area					
	Submarket Area					
	One	Two	Three	Four	Five	Citywide *
-----	-----	-----	-----	-----	-----	-----
\$0	0.7%	0.0%	0.0%	0.0%	0.0%	0.2%
\$1 - \$24,999	17.2%	18.5%	3.6%	30.5%	27.8%	19.0%
\$25,000 - \$49,999	21.5%	11.8%	12.7%	10.6%	12.2%	15.6%
\$50,000 - \$74,999	9.6%	8.7%	1.8%	19.1%	7.0%	8.8%
\$75,000 - \$99,999	5.0%	9.2%	9.1%	17.0%	13.9%	9.0%
\$100,000 - \$124,999	3.0%	17.4%	10.9%	7.1%	13.0%	9.7%
\$125,000 - \$149,999	4.3%	8.7%	18.2%	6.4%	7.8%	7.7%
\$150,000 - \$199,999	15.2%	16.9%	14.5%	5.7%	13.9%	14.7%
\$200,000 - \$249,999	7.9%	7.7%	10.9%	2.1%	1.7%	6.6%
\$250,000 - \$299,999	8.6%	1.0%	5.5%	0.0%	1.7%	4.4%
\$300,000 - \$399,999	3.6%	0.0%	10.9%	1.4%	0.9%	2.8%
\$400,000 - \$499,999	3.0%	0.0%	1.8%	0.0%	0.0%	1.3%
\$500,000 or more	0.3%	0.0%	0.0%	0.0%	0.0%	0.1%
 % Total by Area	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
 Mean	\$123,561	\$99,150	\$158,268	\$69,793	\$83,967	\$109,626
Median	\$75,000	\$102,000	\$140,000	\$64,500	\$80,000	

\*\* This cost may include more than one housing unit.

\* Citywide average is a weighted mean based on the total number of units per submarket area.



## HOUSEHOLD TYPE BY HOUSING BURDEN: TAB6

Citywide \*

HOUSEHOLD TYPE	BURDEN LT 20%	20-24.9%	25-30%	30.1-34.9%	35-39.9%	40-49.9%	50% & UP
ONE ALONE	36.1%	33.2%	31.8%	30.3%	35.7%	34.6%	
SINGL PARENT	7.1%	10.1%	8.1%	10.7%	16.7%	11.1%	
M CPL W OR WO C	35.1%	35.6%	37.5%	34.8%	27.4%	9.5%	
UNMRD CPL W OR W	12.0%	9.1%	14.9%	8.9%	8.7%	2.2%	
OTHER RELATEDS	1.3%	1.6%	1.2%	5.0%	2.8%	3.3%	
UNRELATED NOT CP	7.2%	8.5%	5.7%	8.3%	7.8%	38.2%	
CPL W UNRELT ADU	1.2%	1.9%	0.8%	2.0%	0.9%	1.0%	
Percent Down	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	
Percents Across	36.1%	13.6%	11.2%	8.2%	13.3%	17.6%	100.0%

## Tenure by Housing Costs as Percent of Income: TAB8

Citywide \*

Housing Cost Burden	Tenure	
	RENTER	OWNER
Less than 20%	36.5%	35.2%
20-24.9%	12.8%	14.9%
25-30%	10.2%	12.6%
30.1-34.9%	5.8%	11.1%
35-49.9%	10.8%	16.3%
50% or more	24.0%	9.9%
Percent Down	100.0%	100.0%
Percents Across	55.7%	44.3%

\* These figures should be considered as indicative rather than conclusive because: (1) some owners may have included housing costs for more than one unit (e.g., some owners-occupied duplexes-fourplexes); (2) Housing costs include only mortgage, tax and insurance or rent.



Date Respondent Moved to Current Address	Distribution by Submarket Area					
	Submarket Area					Citywide *
	One	Two	Three	Four	Five	
1989	6.0%	12.8%	19.9%	10.6%	16.4%	13.8%
1985 - 1988	27.8%	34.8%	46.1%	37.3%	30.3%	35.6%
1980 - 1984	15.8%	19.9%	14.7%	22.3%	20.2%	17.7%
1970 - 1979	23.4%	19.4%	13.5%	13.0%	16.0%	17.6%
1960 - 1969	12.7%	5.9%	4.3%	6.5%	6.3%	7.1%
1950 - 1959	7.7%	3.8%	0.6%	7.2%	6.3%	4.5%
Before 1950	6.7%	3.3%	0.9%	3.1%	4.5%	3.6%
% Total by Area	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Mean	1975	1980	1984	1979	1979	1980
Median	1979	1984	1987	1984	1984	

\* Citywide average is a weighted mean based on the total number of units per submarket area.

-----  
Date Respondent or Someone Else in Household Bought Home  
-----

Date Bought	Distribution by Submarket Area					
	Submarket Area					Citywide *
	One	Two	Three	Four	Five	
1989	2.0%	6.6%	6.6%	4.5%	9.0%	5.2%
1985 - 1988	25.1%	28.1%	36.1%	34.2%	24.6%	27.6%
1980 - 1984	13.5%	19.3%	19.7%	16.1%	14.9%	16.1%
1970 - 1979	25.1%	25.0%	23.0%	13.5%	16.4%	22.4%
1960 - 1969	16.1%	7.9%	9.8%	9.7%	11.9%	12.1%
1950 - 1959	8.8%	7.9%	1.6%	16.1%	11.2%	8.8%
Before 1950	9.4%	5.3%	3.3%	5.8%	11.9%	7.9%
% Total by Area	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Mean	1972	1976	1979	1975	1973	1974
Median	1975	1981	1983	1982	1979	

\* Citywide average is a weighted mean based on the total number of units per submarket area.

Source: Bay Area Economics, 1989



-----  
 Prior Resident in Unit Before Respondent's Household (Owner-Occupied Units Only)  
 -----

	Count by Submarket Area					Citywide *
	Submarket Area					
	One	Two	Three	Four	Five	
-----	-----	-----	-----	-----	-----	-----
A Previous Owner	78.6%	62.3%	59.7%	58.6%	59.1%	67.3%
New Home (none)	6.4%	2.6%	4.8%	6.4%	4.5%	4.9%
Our Household (as renters)	4.9%	6.6%	6.5%	7.6%	5.3%	5.8%
Other Renters	7.5%	20.6%	29.0%	16.6%	22.0%	16.5%
Don't Know	2.6%	7.9%	0.0%	10.8%	9.1%	5.5%
% Total by Area	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

-----  
 Should Berkeley Provide Housing for Low Income People?  
 -----

Response	Distribution by Submarket Area					
	Submarket Area					Citywide *
	One	Two	Three	Four	Five	
-----	-----	-----	-----	-----	-----	-----
Very Important	38.4%	52.0%	55.5%	62.6%	57.9%	51.7%
Somewhat Important	37.2%	30.3%	28.0%	26.9%	29.4%	30.9%
Not Very Important	15.0%	9.1%	9.6%	6.4%	8.0%	10.2%
Not at all Important	9.4%	8.6%	6.8%	4.0%	4.7%	7.2%
% Total by Area	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

-----  
 Should Berkeley Provide Shelters and Aid for the Homeless?  
 -----

Response	Distribution by Submarket Area					Citywide *
	Submarket Area					
	One	Two	Three	Four	Five	
-----	-----	-----	-----	-----	-----	-----
Very Important	49.0%	53.3%	59.7%	62.1%	63.0%	56.6%
Somewhat Important	30.5%	31.9%	25.1%	27.0%	26.9%	28.3%
Not Very Important	12.5%	9.2%	6.9%	7.5%	6.1%	8.6%
Not at all Important	7.9%	5.6%	8.3%	3.4%	4.0%	6.4%
% Total by Area	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

\* Citywide average is a weighted mean based on the total number of units per submarket area.

Source: Bay Area Economics, 1989



## Distribution by Submarket Area

Number of Workers	Submarket Area					Citywide *
	One	Two	Three	Four	Five	
None	18.1%	15.8%	17.8%	15.0%	17.8%	17.3%
One	37.2%	43.8%	48.0%	42.2%	46.3%	43.8%
Two	38.9%	35.9%	28.4%	32.4%	28.2%	32.7%
Three	3.8%	3.3%	3.8%	6.3%	4.2%	3.9%
Four or more	1.9%	1.3%	2.0%	4.2%	3.5%	2.3%
% Total by Area	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Mean	1.34	1.32	1.25	1.43	1.29	1.31
Median	1.00	1.00	1.00	1.00	1.00	

\* Citywide average is a weighted mean based on the total number of units per submarket area.

Source: Bay Area Economics, 1989

## Calculation of Number of HH with Unemployed in City

## Distribution by Submarket Area

Number of Unemployed in Household	Submarket Area					Citywide *
	One	Two	Three	Four	Five	
None	10,277	9,251	12,284	2,551	8,022	42,385
One	372	602	553	376	1,056	2,960
Two	0	75	148	52	132	407
Three	0	25	0	10	0	36
% Total by Area	10,649	9,953	12,985	2,990	9,211	45,788
Total Unemployed Residents	372	827	848	512	1,321	3,881
Total Employed Residents	14,312	13,098	16,244	4,282	11,910	59,846
Total Labor Force	14,684	13,925	17,092	4,794	13,231	63,727
% Unemployed	2.5%	5.9%	5.0%	10.7%	10.0%	6.1%

THIS IS PART OF THE TABLE TITLED 'UNEMPLO.WK1'



Distribution by Submarket Area

Industry	Submarket Area					Citywide **
	One	Two	Three	Four	Five	
Construction	4.1%	3.7%	2.7%	8.5%	3.3%	3.8%
Manufacturing	5.2%	5.1%	5.7%	9.1%	7.6%	6.1%
Transportation & Utilities	2.4%	3.3%	1.6%	3.5%	4.5%	2.9%
Wholesale Trade	0.4%	0.8%	1.4%	1.8%	1.2%	1.0%
Retail Trade	3.7%	8.4%	4.9%	13.2%	10.9%	7.2%
Finance, Insurance, & Real Estate	7.1%	5.9%	5.7%	5.0%	7.0%	6.3%
Services, Business Services	39.1%	40.7%	33.8%	40.9%	43.6%	39.0%
Government	13.3%	10.0%	13.2%	11.2%	8.8%	11.5%
U.C.	17.4%	11.8%	26.2%	4.1%	7.9%	15.7%
Non-Profits	7.3%	10.2%	4.9%	2.6%	5.2%	6.5%
% Total by Area	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

\* Survey had information on up to one worker per household.

\*\* Citywide average is a weighted mean based on the total number of  
60,142 units per submarket area.

Distribution by Submarket Area

Type of Work	Submarket Area					Citywide **
	One	Two	Three	Four	Five	
Managers/Administrators	16.4%	19.3%	8.7%	9.7%	9.6%	13.1%
Professionals/Consultants	58.6%	43.4%	42.4%	30.9%	34.4%	44.1%
Technical	3.0%	4.7%	7.2%	4.2%	6.0%	5.2%
Sales & Related	4.8%	3.9%	6.2%	5.8%	8.4%	5.8%
Clerical and Administrative Support	9.1%	12.8%	20.1%	15.0%	17.1%	14.9%
Service	3.6%	6.6%	8.4%	11.4%	12.6%	7.9%
Agriculture and Forestry	0.6%	1.9%	1.5%	1.1%	1.2%	1.3%
Precision Production, Craft & Repair (Skilled)	2.2%	5.6%	2.0%	12.0%	6.0%	4.3%
Operator, Fabricator, Laborer (Unskilled)	1.8%	1.9%	3.5%	9.7%	4.8%	3.4%
% Total by Area	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

\* Survey had information on up to two workers per household.

\*\* Citywide average is a weighted mean based on the total number of  
workers per submarket area.

Source: Bay Area Economics, 1989



Location of Workplace	Distribution by Submarket Area					Citywide **
	One	Two	Three	Four	Five	
Berkeley	42.4%	36.5%	49.8%	37.9%	35.1%	41.3%
Oakland	10.8%	12.9%	8.5%	15.9%	15.5%	11.9%
Emeryville	1.5%	1.6%	2.0%	3.5%	3.2%	2.1%
San Francisco	15.5%	19.1%	11.7%	12.1%	14.9%	14.9%
Location Varies	12.9%	15.1%	10.7%	16.7%	15.5%	13.6%
Other	16.9%	14.9%	17.3%	14.0%	15.8%	16.1%
% Total by Area	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

\* Survey had information on up to two workers per household.

\*\* Citywide average is a weighted mean based on the total number of *workers* units per submarket area.

Source: Bay Area Economics, 1989

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Workforce by Whether Driving Alone is Usually Used to Get to Work \*

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	Distribution by Submarket Area					Citywide **
	One	Two	Three	Four	Five	
No, Driving Alone Not Used to Get to Work	40.1%	40.5%	55.5%	36.8%	34.6%	43.0%
Yes, Driving Alone Used to Get to Work	59.9%	59.5%	44.5%	63.2%	65.4%	57.0%
% Total by Area	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

\* Survey had information on up to two workers per household.

\* Citywide average is a weighted mean based on the total number of *workers* units per submarket area.

Source: Bay Area Economics, 1989

Length of Work Week of Working Respondents Only	Distribution by Submarket Area					Citywide *
	One	Two	Three	Four	Five	
15 Hours or Less	11.2%	8.1%	18.7%	6.0%	8.8%	11.8%
16 - 35 Hours	21.8%	25.6%	29.9%	30.2%	25.6%	26.3%
More Than 35 Hours	67.0%	66.3%	51.4%	63.8%	65.6%	61.9%
% Total by Area	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

\* Citywide average is a weighted mean based on the total number of units per submarket area.

Source: Bay Area Economics, 1989



Number of Jobs Held by Respondent

Working Respondents Only	Distribution by Submarket Area					
	One	Two	Three	Four	Five	Citywide *
One	82.2%	76.3%	77.7%	76.8%	80.0%	78.8%
More than One	17.8%	23.7%	22.3%	23.2%	20.0%	21.2%
% Total by Area	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

\* Citywide average is a weighted mean based on the total number of units per submarket area.

Source: Bay Area Economics, 1989

RACE OO HOUSEHOLD BY INDUSTRY OF RESPONDENT: TAB15D.WK1

Citywide \*

INDUSTRY	WHITE	BLACK	HISPANIC	ASIAN	NATIVE AMERICAN	OTHER RACE	MIXED
CONSTR	3.9%	0.9%	8.4%	0.0%	0.0%	1.9%	3.8%
MANUF	6.4%	4.2%	6.9%	5.0%	20.0%	2.8%	6.3%
TRANSPORT	2.1%	5.1%	5.2%	1.6%	0.0%	4.4%	4.5%
WHOLESALE	0.5%	1.5%	0.0%	1.7%	0.0%	5.9%	0.3%
RETAIL	5.4%	7.3%	3.4%	10.7%	0.0%	4.0%	10.9%
FIRE	6.7%	10.6%	1.7%	6.7%	13.3%	28.1%	7.5%
SERVICES	43.0%	37.2%	31.8%	26.1%	13.6%	25.7%	35.2%
GOVT	10.0%	23.2%	21.2%	6.1%	33.0%	13.7%	16.9%
UC	15.5%	6.7%	17.2%	34.6%	20.0%	13.5%	10.8%
NON-PROF	6.6%	3.3%	4.2%	7.5%	0.0%	0.0%	3.7%
Percent Down	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Percents Across	66.0%	9.0%	1.9%	7.2%	0.6%	4.1%	11.1%

100.0%

RACE BY WORKSITE OF RESPONDENT: TAB15C

Citywide \*

WORKSITE	WHITE	BLACK	HISPANIC	ASIAN	NATIVE AMERICAN	OTHER RACE	MIXED
BERKELEY	43.0%	29.8%	36.3%	47.3%	62.0%	49.4%	38.3%
OAKLAND	12.1%	20.2%	27.9%	7.2%	0.0%	5.5%	16.4%
EMERYVILLE	1.8%	5.4%	5.5%	1.8%	0.0%	0.0%	2.1%
SAN FRANCISCO	13.6%	11.8%	5.5%	19.5%	4.9%	11.0%	13.9%
LOC VARIES	13.4%	13.2%	11.1%	9.4%	15.2%	5.5%	14.7%
OTHER	16.0%	19.6%	13.7%	14.8%	17.9%	28.7%	14.6%
Percent Down	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Percents Across	65.3%	9.1%	1.9%	7.9%	0.6%	1.4%	13.8%

100.0%



RACE BY OCCUPATION OF BOTH WORKERS:

Citywide \*

TYPEWORK	RACE						
	WHITE	BLACK	HISPANIC	ASIAN	NATIVE AMERICAN	OTHER RACE	MIXED
MNGR:ADMIN	13.3%	9.8%	18.7%	10.5%	23.3%	5.9%	15.7%
PROF:CONSLT	49.9%	21.8%	27.3%	35.2%	17.4%	54.8%	41.5%
TECHNKL	5.2%	5.3%	5.0%	9.3%	0.0%	2.0%	3.9%
SALES	5.2%	7.3%	5.4%	9.3%	17.4%	0.0%	5.8%
CLERKS	12.7%	27.9%	10.4%	21.1%	26.7%	13.4%	13.7%
SERVICE	6.3%	15.9%	12.9%	4.8%	0.0%	13.7%	10.9%
AGRIC	1.3%	0.6%	3.8%	1.5%	0.0%	0.0%	1.8%
SKILLED	4.1%	3.1%	9.1%	4.7%	0.0%	4.5%	4.4%
UNSKILLED	2.2%	8.3%	7.5%	3.5%	15.2%	5.9%	2.4%
Percent Down	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Percents Across	64.7%	8.6%	1.7%	7.2%	0.4%	1.1%	16.3%
							100.0%

RACE BY # UNEMPLOYED IN HOUSEHOLD: TAB15H

Citywide \*

UNEMPLOYED	RACE						
	WHITE	BLACK	HISPANIC	ASIAN	NATIVE AMERICAN	OTHER RACE	MIXED
0.00	95.1%	84.3%	86.4%	92.6%	82.4%	91.2%	91.4%
1.00	4.7%	13.3%	10.0%	6.4%	17.6%	8.8%	5.9%
2.00	0.2%	1.9%	3.6%	1.0%	0.0%	0.0%	2.5%
3.00	0.0%	0.5%	0.0%	0.0%	0.0%	0.0%	0.2%
Percent Down	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Percents Across	62.7%	11.3%	2.0%	9.1%	0.4%	1.2%	13.2%

RESPONDENT SEX BY TYPE OF WORK: TAB16A

Citywide \*

TYPEWORK	SEX	
	Female	Male
MNGR:ADMIN	12.6%	13.5%
PROF:CONSLT	44.9%	45.1%
TECHNKL	3.3%	8.3%
SALES	5.5%	5.5%
CLERKS	21.9%	7.6%
SERVICE	7.9%	6.6%
AGRIC	1.4%	1.4%
SKILLED	0.8%	7.7%
UNSKILLED	1.8%	4.3%
Percent Down	100.0%	100.0%
Percents Across	58.1%	41.9%
		100.0%



## **Appendix B**

# **Excerpts from 1988 BAE\* Renters Survey**

### **Contents**

Distribution of Units by Contract and Gross Rent	pg 1
Distribution of Households by Rent Burden	pg 2
Distribution of Units by Persons per Room	pg 3
Distribution of Units by Unit Condition & problems	pg 4
Distribution of Responses to Type of Problem in Bldg.	pg 5

\* Bay Area Economics, Inc.







Table 42 Distribution of Units by Contract Rent						
Contract Rent	Submarket Area					Citywide *
	One	Two	Three	Four	Five	
Less than \$200	2.3%	1.9%	3.2%	22.0%	15.8%	5.9%
\$200 to \$299	18.4%	28.4%	20.9%	39.4%	32.2%	24.9%
\$300 to \$399	32.8%	35.2%	30.5%	11.4%	23.3%	29.5%
\$400 to \$499	17.2%	14.8%	24.1%	17.4%	15.8%	19.9%
\$500 to \$599	7.5%	11.1%	10.2%	3.8%	7.5%	9.4%
\$600 and higher	21.8%	8.6%	11.2%	6.1%	5.5%	10.5%
% Total by Area	100%	100%	100%	100%	100%	100%
Mean Contract Rent	\$469	\$393	\$424	\$311	\$334	\$402

Table 45 Distribution of Units by Gross Rent						
Gross Rent	Submarket Area					Citywide *
	One	Two	Three	Four	Five	
Less than \$200	1.2%	1.3%	2.3%	13.0%	14.3%	4.6%
\$200 to \$299	13.0%	22.1%	15.4%	30.6%	21.1%	18.2%
\$300 to \$399	31.5%	28.2%	26.3%	24.1%	27.8%	27.3%
\$400 to \$499	23.5%	24.2%	26.3%	16.7%	16.5%	23.5%
\$500 to \$599	9.9%	11.4%	17.1%	7.4%	12.0%	14.0%
\$600 and higher	21.0%	12.8%	12.6%	8.3%	8.3%	12.5%
% Total by Area	100%	100%	100%	100%	100%	100%
Mean	\$492	\$427	\$458	\$356	\$375	\$436



Table 46 Distribution of Households by Rent Burden						
Rent Burden	Submarket Area					Citywide *
	1	2	3	4	5	
Less than 20%	44.7%	38.5%	38.8%	32.6%	36.3%	38.6%
20 to 24 percent	13.2%	8.5%	14.4%	12.0%	20.4%	14.1%
25 to 30 percent	12.5%	15.4%	11.5%	18.5%	8.0%	12.0%
30.1 to 34.9 percent	11.8%	7.7%	9.4%	6.5%	6.2%	8.6%
35 to 49 percent	9.2%	18.5%	10.8%	18.5%	10.6%	12.4%
50 percent or more	8.6%	11.5%	15.1%	12.0%	18.6%	14.3%
% Total by Area	100%	100%	100%	100%	100%	100%

Table 38 Distribution of Units by Number of Persons per Room						
Number of Persons per Room	Submarket Area					Citywide *
	One	Two	Three	Four	Five	
0 to 0.5	67.6%	54.8%	53.3%	52.3%	65.5%	57.1%
0.51 to 1.00	30.7%	35.5%	42.8%	43.8%	27.6%	37.6%
1.01 to 1.50	0.6%	1.9%	1.7%	0.8%	1.4%	1.5%
1.51 or more	1.1%	7.7%	2.2%	3.1%	5.5%	3.8%
% Total by Area	100%	100%	100%	100%	100%	100%
Mean	0.51	0.75	0.64	0.66	0.62	0.65

Table 47 Distribution of Households by Rent Burden 1980 Census						
Rent Burden	Submarket Area					Citywide
	One	Two	Three	Four	Five	
Less than 20%	35.2%	32.2%	24.1%	35.1%	33.6%	29.6%
20 to 24 percent	13.4%	11.2%	9.5%	12.2%	11.8%	10.9%
25 to 34 percent	17.6%	19.0%	17.5%	13.0%	15.7%	17.2%
35 percent or more	33.8%	37.7%	48.9%	39.6%	38.9%	42.2%
% Total by Area	100%	100%	100%	100%	100%	100.0%

Table 39 Distribution of Units by Number of Persons per Room 1980 Census	
Number of Persons per Room	Citywide *
0 to 0.5	62.9%
0.51 to 1.00	33.5%
1.01 to 1.50	1.9%
1.51 or more	1.7%
% Total by Area	100%



Table 70 Distribution of Units by Unit Condition						
Unit Condition	Submarket Area					Citywide *
	One	Two	Three	Four	Five	
Excellent	13.9%	11.0%	11.8%	7.4%	3.4%	10.2%
Good	51.7%	40.5%	39.2%	33.3%	44.5%	41.3%
Fair	27.8%	36.2%	37.1%	43.0%	41.8%	37.1%
Poor	6.7%	12.3%	11.8%	16.3%	10.3%	11.3%
% Total by Area	100%	100%	100%	100%	100%	100%

Table 64 Distribution of Units by Building Condition						
Building Condition	Submarket Area					Citywide *
	One	Two	Three	Four	Five	
Excellent	12.8%	9.8%	8.5%	8.7%	4.0%	8.4%
Good	47.2%	37.4%	33.5%	30.4%	34.2%	35.6%
Fair	32.2%	41.1%	41.0%	39.9%	42.3%	40.3%
Poor	7.8%	11.7%	17.0%	21.0%	19.5%	15.7%
% Total by Area	100%	100%	100%	100%	100%	100%

Table 71 Distribution of Units by Having One or Problems with the Unit or Building						
	Submarket Area					Citywide *
	One	Two	Three	Four	Five	
No Problem	23.4%	21.8%	16.4%	23.9%	20.0%	19.1%
One or More Problems	76.6%	78.2%	83.6%	76.1%	80.0%	80.9%
% Total by Area	100%	100%	100%	100%	100%	100%

Table 66 Building Condition by Building Size & Type							
Citywide *	House	Apartments Building Size					
		1 Unit	2 Units	3 to 4 Units	5 to 9 Units	10 to 24 Units	24 Units & up
Excellent	16.1%	9.1%	13.6%	6.6%	6.2%	8.2%	2.7%
Good	37.4%	52.1%	34.2%	34.8%	39.8%	37.4%	30.5%
Fair	36.2%	24.5%	37.1%	47.2%	37.6%	39.7%	46.8%
Poor	10.3%	14.3%	15.1%	11.4%	16.4%	14.7%	19.9%
Percent Down	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Percents Across	9.2%	1.8%	10.3%	17.3%	20.7%	30.2%	10.4%

\* Citywide percentages are weighted based on the total number of rent-controlled units in each submarket area.

Source: Bay Area Economics, 1988



Table 72 Distribution of Responses to Survey Question 11: Are there problems within your building with any of the following?						
Heat	Submarket Area					Citywide *
	One	Two	Three	Four	Five	
No	78.5%	80.2%	75.9%	81.2%	79.9%	77.9%
Yes	21.5%	19.8%	24.1%	18.8%	20.1%	22.1%
% Total by Area	100%	100%	100%	100%	100%	100%
Plumbing	Submarket Area					Citywide *
	One	Two	Three	Four	Five	
No	61.9%	61.7%	58.2%	66.4%	56.5%	59.3%
Yes	38.1%	38.3%	41.8%	33.6%	43.5%	40.7%
% Total by Area	100%	100%	100%	100%	100%	100%
Doors / Windows	Submarket Area					Citywide *
	One	Two	Three	Four	Five	
No	59.8%	62.5%	58.1%	55.6%	54.5%	58.4%
Yes	40.2%	37.5%	41.9%	44.4%	45.5%	41.6%
% Total by Area	100%	100%	100%	100%	100%	100%
Roof	Submarket Area					Citywide *
	One	Two	Three	Four	Five	
No	84.9%	82.6%	77.2%	82.2%	76.2%	79.0%
Yes	15.1%	17.4%	22.8%	17.8%	23.8%	21.0%
% Total by Area	100%	100%	100%	100%	100%	100%
Stairs / Porches	Submarket Area					Citywide *
	One	Two	Three	Four	Five	
No	81.3%	85.7%	83.2%	84.8%	77.4%	82.5%
Yes	18.7%	14.3%	16.8%	15.2%	22.6%	17.5%
% Total by Area	100%	100%	100%	100%	100%	100%
Security / Lighting	Submarket Area					Citywide *
	One	Two	Three	Four	Five	
No	76.8%	74.5%	62.0%	74.2%	71.2%	68.0%
Yes	23.2%	25.5%	38.0%	25.8%	28.8%	32.0%
% Total by Area	100%	100%	100%	100%	100%	100%
Mildew	Submarket Area					Citywide *
	One	Two	Three	Four	Five	
No	69.5%	60.9%	66.5%	58.2%	61.1%	64.3%
Yes	30.5%	39.1%	33.5%	43.8%	38.9%	35.7%
% Total by Area	100%	100%	100%	100%	100%	100%
Paint	Submarket Area					Citywide *
	One	Two	Three	Four	Five	
No	55.5%	59.3%	50.5%	45.5%	50.0%	52.4%
Yes	44.5%	40.7%	49.5%	54.5%	50.0%	47.6%
% Total by Area	100%	100%	100%	100%	100%	100%
Appliances	Submarket Area					Citywide *
	One	Two	Three	Four	Five	
No	77.0%	70.0%	72.4%	75.8%	77.2%	73.4%
Yes	23.0%	30.0%	27.6%	24.2%	22.8%	26.6%
% Total by Area	100%	100%	100%	100%	100%	100%
Pest Control	Submarket Area					Citywide *
	One	Two	Three	Four	Five	
No	79.8%	76.5%	73.3%	60.6%	74.1%	74.1%
Yes	20.2%	23.5%	26.7%	39.4%	25.9%	25.9%
% Total by Area	100%	100%	100%	100%	100%	100%

\* Citywide average is a weighted mean based on the total number of rent-controlled units per submarket area.

Source: Bay Area Economics, 1988



## **Appendix C**

# **Public School Data**

**Source: Berkeley Unified School District**







**BERKELEY PUBLIC SCHOOLS**  
**Student Enrollment**  
*1979 through 1988 Actual*  
*1989 through 1993 Projected*

GRADE LEVEL	ACTUAL										PROJECTED				
	1979	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993
Kindergarten	730	709	628	670	603	718	675	682	643	684	684	684	684	684	684
First Grade	665	637	647	572	636	613	692	670	678	642	681	681	681	681	681
Second Grade	708	641	577	622	535	607	591	651	618	641	602	639	639	639	639
Third Grade	751	700	565	580	572	518	581	565	617	588	614	577	612	612	612
Fourth Grade	819	641	591	567	522	537	512	525	496	544	523	546	514	545	545
Fifth Grade	730	793	583	553	531	520	526	500	512	458	526	505	527	497	526
Sixth Grade	689	705	765	578	532	507	509	516	473	490	439	504	484	505	477
Seventh Grade	761	774	795	872	648	645	569	609	609	566	581	521	598	574	599
Eighth Grade	842	764	747	779	864	682	642	562	549	615	558	572	513	589	565
Ninth Grade	969	931	820	825	987	1177	949	947	847	788	894	811	832	746	856
Tenth Grade	951	1047	1041	976	979	898	974	750	703	645	601	682	619	635	569
Eleventh Grade	917	826	898	865	783	764	729	824	627	605	544	507	575	522	535
Twelfth Grade	816	728	691	662	681	668	626	621	733	530	520	468	436	495	449
TOTAL	10348	9896	9348	9121	8873	8854	8575	8422	8105	7796	7767	7697	7714	7724	7737

The following "Survival Rates" were used to calculate enrollment for grades 1-12:

*Kindergarten to 1st Grade	- 99.5%	4th to 5th Grade	- 96.6%	8th to 9th Grade	-145.4%
1st to 2nd Grade	- 93.8%	5th to 6th Grade	- 95.9%	9th to 10th Grade	- 76.3%
2nd to 3rd Grade	- 95.8%	6th to 7th Grade	-118.6%	10th to 11th Grade	- 84.3%
3rd to 4th Grade	- 89.0%	7th to 8th Grade	- 98.5%	11th to 12th Grade	- 86.0%

NOTE: "Actual" enrollment figures reflect the enrollment as of the end of the October attendance period for each year.

Enrollment data does not include Special Day Class (Special Education), Berkeley students in non-public schools, students in private schools in Berkeley, and Berkeley students in the County Special Education School, because the purpose of the comparison is to project regular classroom enrollment and consequent regular classroom teacher needs. The following enrollment figures are for October 1988 only: Special Day Class (139); Berkeley students in non-public schools (13); students in private schools in Berkeley (20); and Berkeley students in the County Special Education School (6).

\*Kindergarten enrollment was held at the October 1988 actual of 684.

2/20/88  
TPW







COMPARATIVE RACIAL CENSUS OF BERKELEY UNIFIED SCHOOL DISTRICT

GRADE K-12

YEAR	WHITE		BLACK		ASIAN		HISPANIC		AMERICAN INDIAN		FILIPINO		OTHER**		TOTAL	CHANGE
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	#
1960	9,506	60.3	5,049	32.0									1,206	7.7	15,761	
1968	7,183	46.2	6,665	42.8	1,167	7.5	527	3.4	19	0.1					15,561	-223
1969	6,880	45.0	6,660	43.5	1,209	7.9	536	3.5	18	0.1					15,303	-258
1970	6,549	43.4	6,728	44.6	1,294	8.6	503	3.3	18	0.1					15,092	-211
1971	6,488	43.3	6,673	44.5	951	6.3	576	3.8	18	0.1			275	1.8	14,985	-107
1972	6,479	44.6	6,426	44.2	917	6.3	431	3.0	19	0.1			252	1.7	14,524	-461
1973	6,338	44.7	6,252	44.1	876	6.2	455	3.2	14	0.1			248	1.7	14,183	-341
1974	6,198	44.9	6,025	43.7	838	6.1	454	3.3	18	0.1			264	1.9	13,797	-386
1975	5,816	45.1	5,470	42.4	850	6.6	406	3.1	16	0.1			347	2.7	12,905	-892
1976	5,420	44.6	5,195	42.8	794	6.5	394	3.2	13	0.1			326	2.7	12,142	-763
1977	5,189	45.0	4,917	42.6	739	6.4	414	3.5	14	0.1			258	2.2	11,531	-611
1978	4,992	45.8	4,752	43.6	642	5.9	413	3.8	18	0.2			72	0.7	10,889	-642
1979	4,785	45.1	4,595	43.3	677	6.4	479	4.5	24	0.2			51	0.5	10,611	-278
1980	4,495	44.8	4,319	43.1	725	7.2	448	4.5	15	0.2			29	0.3	10,031	-580
1981	4,154	43.5	4,092	42.8	772	8.1	470	5.0	30	0.3					9,554	-477
1982	3,969	42.6	4,060	43.6	756	8.1	501	5.4	35	0.4					9,321	-233
1983	3,900	43.4	3,816	42.5	731	8.1	480	5.3	59	0.7					8,986	-335
1984	3,872	42.6	3,913	43.0	768	8.5	510	5.6	21	0.2					9,084	98
1985	3,629	41.8	3,735	43.0	725	8.3	543	6.2	18	0.2	41	0.5			8,692	-392
1986	3,430	40.2	3,680	43.1	733	8.6	582	6.8	44	.5	56	.7			8,529	-163
1987	3,180	38.8	3,570	43.5	739	9.0	622	7.6	37	.45	52	.6			8,200	-329
1988	3,006	38.0	3,116	39.0	674	9.0	627	8.0	28	.4	48	.6	380	5.0	7,879	-321
1989	2,765	35.0	3,227	41.0	681	9.0	702	9.0	20		77		498	6.0	7,970	91

\* Figures are derived from BUSD Report for November 1960; from BUSD Office of Research and Evaluation Reports 1968-1985; from CBEDS Reports of Oct. 1986, Oct. 1987; and from BUSD registration data for Oct. 1988 and Oct. 1989.

\*\* The racial categories in these reports have changed several times. Racial identification for the purpose of these reports has often been based on "visual observation," so the category criteria are inconsistent.



BERKELEY UNIFIED SCHOOL DISTRICT

BUSD STUDENT RACIAL CENSUS\*  
BY GRADE CONFIGURATION

(October 1988)

<u>K-12: ALL SITES</u>	<u>White</u>	<u>Black</u>	<u>Asian</u>	<u>Hispanic</u>	<u>American Indian</u>	<u>Filipino</u>	<u>Other</u>	<u>Grade Total</u>
K-3 Totals	956	1009	205	244	3	11	168	2,599
% of K-3	37%	39%	7.9%	9.3%	-	.4%	6.4%	-
4-6 Totals	479	728	109	124	3	13	77	1,530
% of 4-6	31.2%	47.5%	7.1%	8.1%	.1%	1%	5%	-
7-8 Totals	406	486	104	94	4	9	47	1,150
% of 7-8	35.4%	42.2%	9.1%	8.2%	-	1%	4.1%	-
9-12 Totals	1165	893	256	165	18	15	88	2,600
% of 9-12	45%	34.3%	10%	6.2%	.7%	.5%	3.3%	-
K-12 Totals	3006	3116	674	627	28	48	380	7,879
% of K-12	38%	39%	9%	8%	.4%	.6%	5%	-

\*Data taken from Student Enrollment records in District's Data Processing Department for week of 10/21/88.

\*\*"Other" category is self-designated at time of enrollment. It may refer to bi-racial students, or to respondent who does not wish to be categorized.

(ver. 2-14-89)



## APPENDIX D

### HOUSING STOCK CHANGES REPORT







## APPENDIX D

### HOUSING STOCK CHANGES REPORT







CITY OF BERKELEY

HOUSING STOCK CHANGES REPORT

(Period Ending December 31, 1988)

Program Planning, Management  
and Budget Division

Planning and Community  
Development Department

September, 1989







## INTRODUCTION

This report presents an inventory of Berkeley's housing stock for the period ending December 31, 1988. It also provides an overview of the changes in the housing stock which occurred over the three-year period since the last Housing Stock Changes Report, which covered the period ending December 31, 1985, and a general overview of the changes which have occurred since December 31, 1972. This report does not analyze the possible causes of these changes. The intent is to present the basic information in a comprehensive manner.

The information contained in this report is obtained from permit data maintained by the City's Codes and Inspection Division. The Housing Stock Changes Report should be particularly useful at this time, as the City embarks on a major update of the General Plan Housing Element. It is also useful for updating the Housing Assistance Plan required of the City's Community Development Block Grant Program and the annual State Population Estimate Report.

The body of the report is divided into two sections: Inventory and Changes. The Inventory section provides an overview of the housing stock by structure type and by "submarket area". The subareas are themselves groupings of census tracts (See Map #1 for Subarea boundaries).

The Changes section, through a series of charts and maps, shows housing stock gains and losses from 1972 to 1988, broken down by year and subarea.

Individual census tract information is in the Appendix, along with additional information on the housing density of each area and how this may have changed over time, a section on the methodology used in compiling the report, and an inventory of the publicly assisted housing in the city.

Permit records by definition show only legal construction activity. Nevertheless, they provide a fairly accurate picture of the changes to the housing stock. Given the nature of construction activity, it is unlikely that any demolitions, new construction or house moves would not be listed. Units gained or lost as a result of illegal secondary unit conversions, however, would not be reflected.

The Housing Stock Changes Reports were begun by the City of Berkeley in 1972 because the U.S. Census did not provide accurate data on units by structure type, mis-assigned units to the downtown area, and mistakenly included the Albany Village apartments in the Berkeley totals. Census data count 2,500 rented rooms as units in 1970, while the City data did not. There are currently 800 residential hotel rooms and an unknown number of other rented rooms, and these account for most of the difference between City totals and 1980 Census totals.

The City continues to use the Housing Stock Changes Report rather than census data as it provides more accurate comparisons over time.

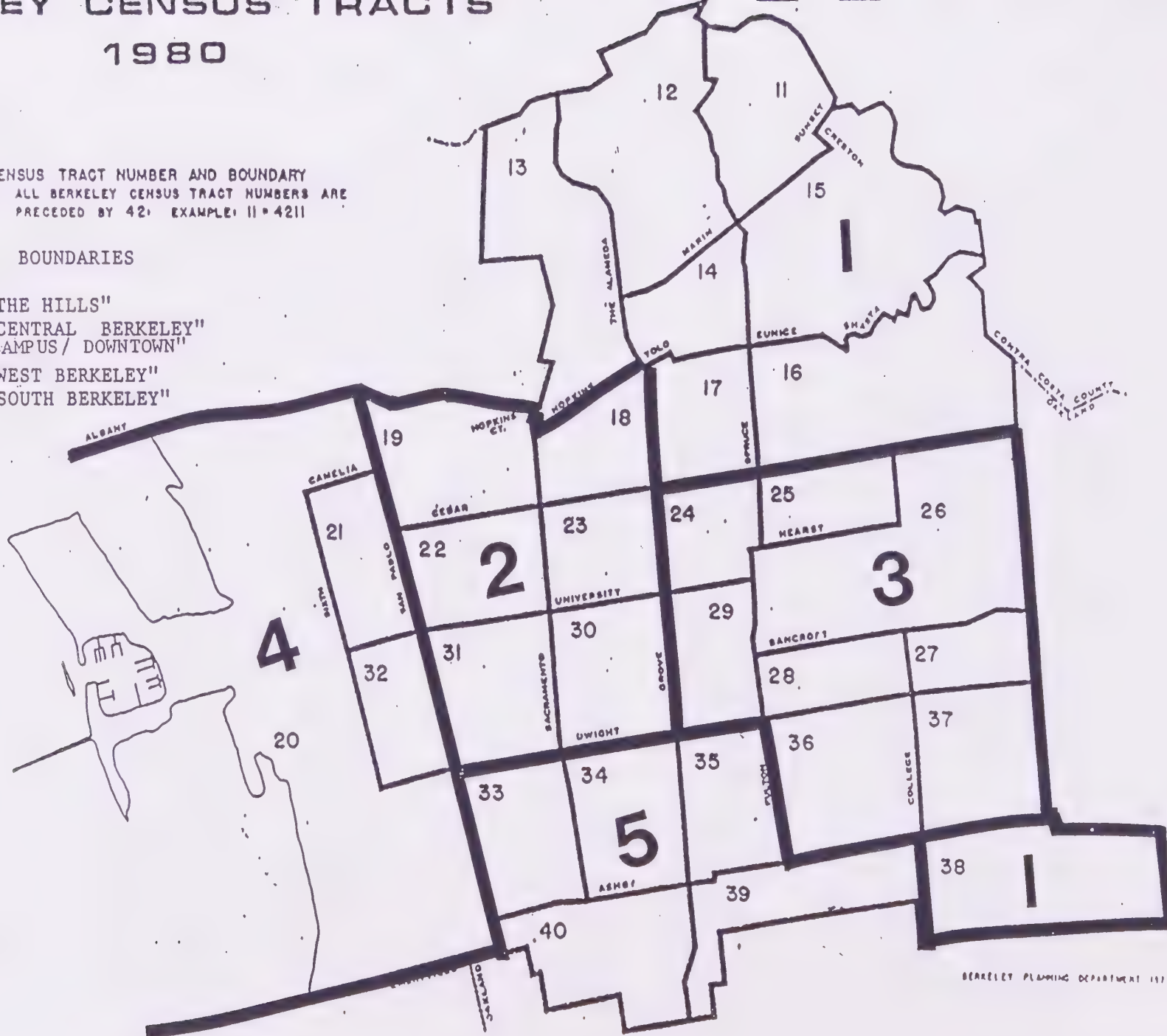


# BERKELEY CENSUS TRACTS 1980

11 1980 CENSUS TRACT NUMBER AND BOUNDARY  
NOTE: ALL BERKELEY CENSUS TRACT NUMBERS ARE  
PRECEDED BY 42. EXAMPLE: 11 = 4211

MAP 1 SUBAREA BOUNDARIES

SUBAREA #1 "THE HILLS"  
SUBAREA #2 "CENTRAL BERKELEY"  
SUBAREA #3 "CAMPUS/ DOWNTOWN"  
SUBAREA #4 "WEST BERKELEY"  
SUBAREA #5 "SOUTH BERKELEY"



BERKELEY PLANNING DEPARTMENT 1973



## HIGHLIGHTS

Highlights from the Housing Stock Changes Report are as follows:

- \* Berkeley has a total of 45,768 units in 26,378 structures. This represents a net gain of 386 units and 151 structures since December 31, 1985, and a net gain of 1,218 units and 423 structures since December 31, 1972.
- \* Most of the increase since 1985 has come from new construction, with only 16 conversions, while fourteen units were lost (13 were demolished and one house was moved outside of Berkeley).
- \* Publicly assisted housing has contributed 261 of the 386 additional units. These projects were:
  - Redwood Gardens. 169 units of elderly housing
  - Low Income Public Housing Project. 61 units of low income housing on scattered sites
  - Delaware St. Historic District. Commercial/Residential project with 19 market-rate and eight Section 8 units
  - Fifth St. Project. 4 units of low/moderate income housing (Note: this project involved the rehabilitation of 13 existing units, with the net gain coming from addition of four duplex units.)
- \* Single family houses still comprise the greatest percentage of total structures (78.9%) and units (45.5%) although these figures have declined marginally (0.3%) since 1985 due to conversions and the fact that the publicly assisted housing developments were predominantly multi-unit. Duplexes comprise the next highest percentage (9.6%). Only 31.8% of the Housing stock are in structures with more than 1-4 units.
- \* The greatest net gain in units occurred in Subarea #3 (Campus/Downtown) with 182 units, although this figure includes Redwood Gardens' 169 units. Subarea #5 (South Berkeley) gained 59 units, Subarea #4 (West Berkeley) gained 55 units, Subarea #2 (Central Berkeley) 47 units and Subarea #1 (The Hills) gained 43 units.
- \* The Campus/Downtown area remains the area with the highest density housing in the City with a ratio of units to structures of 3.6. The rest of the city is at or under the citywide average of 1.7 units per structure. The South Berkeley ratio is 1.7, West Berkeley (1.6), Central Berkeley (1.5) and the Hills (1.2).
- \* The density of the housing in each subarea has basically remained unchanged since 1972.



## INVENTORY AND CHANGES

These sections contain the following charts:

### INVENTORY

Charts 1.1-1.6 show the distribution of residential units in each subarea and in the whole City by type of structure as of December 31, 1988.

### CHANGES

Charts 2.1-2.6 show the net increases in units and structures from 1972 to 1988 for each subarea and for the whole City.

Map #2 shows the net gains in units and structures by census tract since December 31, 1985.

Map #3 shows the net gains in units and structures by census tract since December 31, 1972.



Chart 1.1

SUBAREA #1 "THE HILLS"

Total Units: 10,649

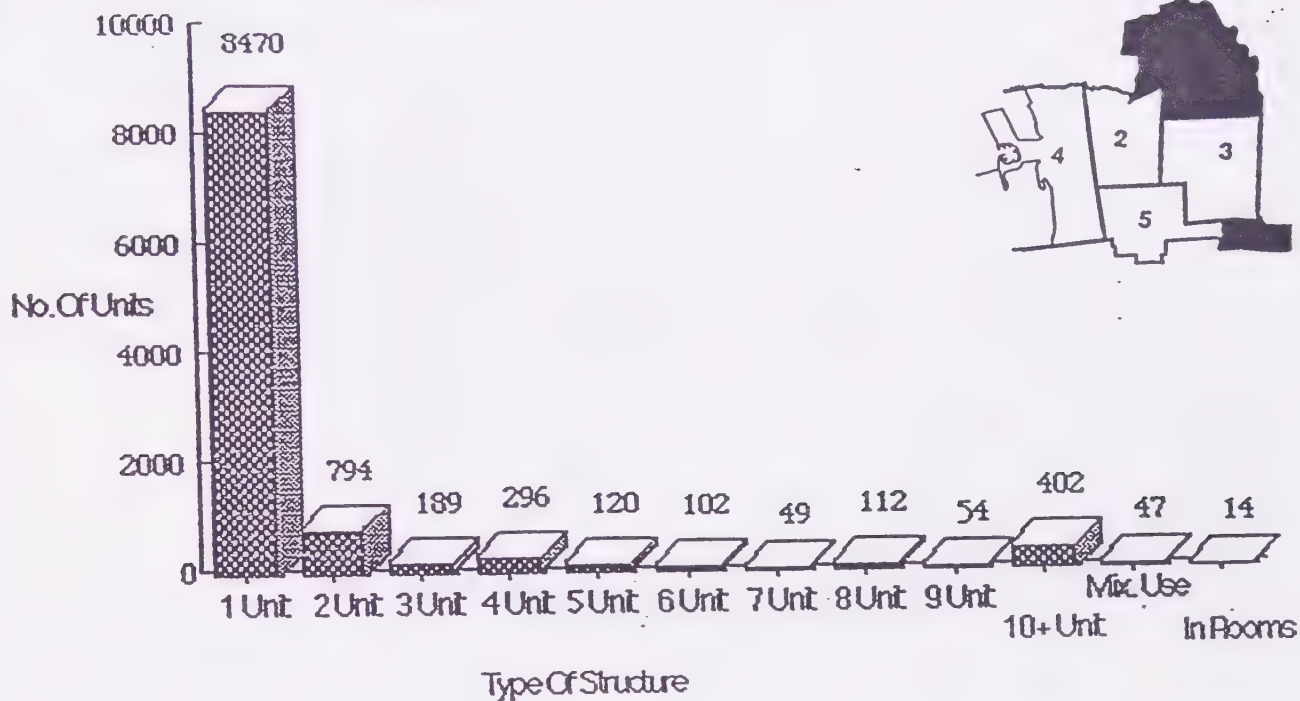
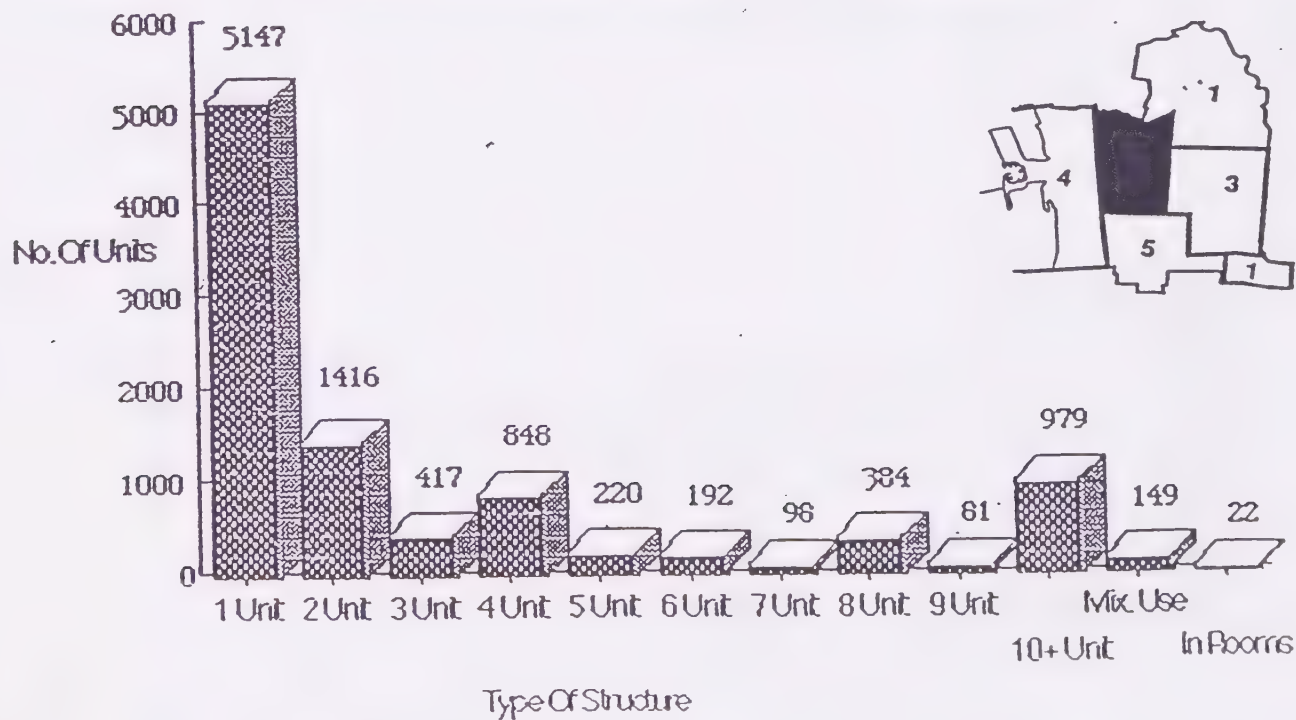


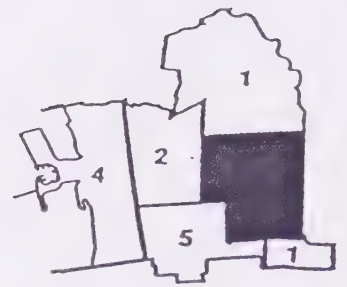
Chart 1.2

SUBAREA #2 "CENTRAL BERKELEY"

Total Units: 9,953







SUBAREA #3 "CAMPUS/DOWNTOWN"

Chart 1.3

Total Units: 12,985

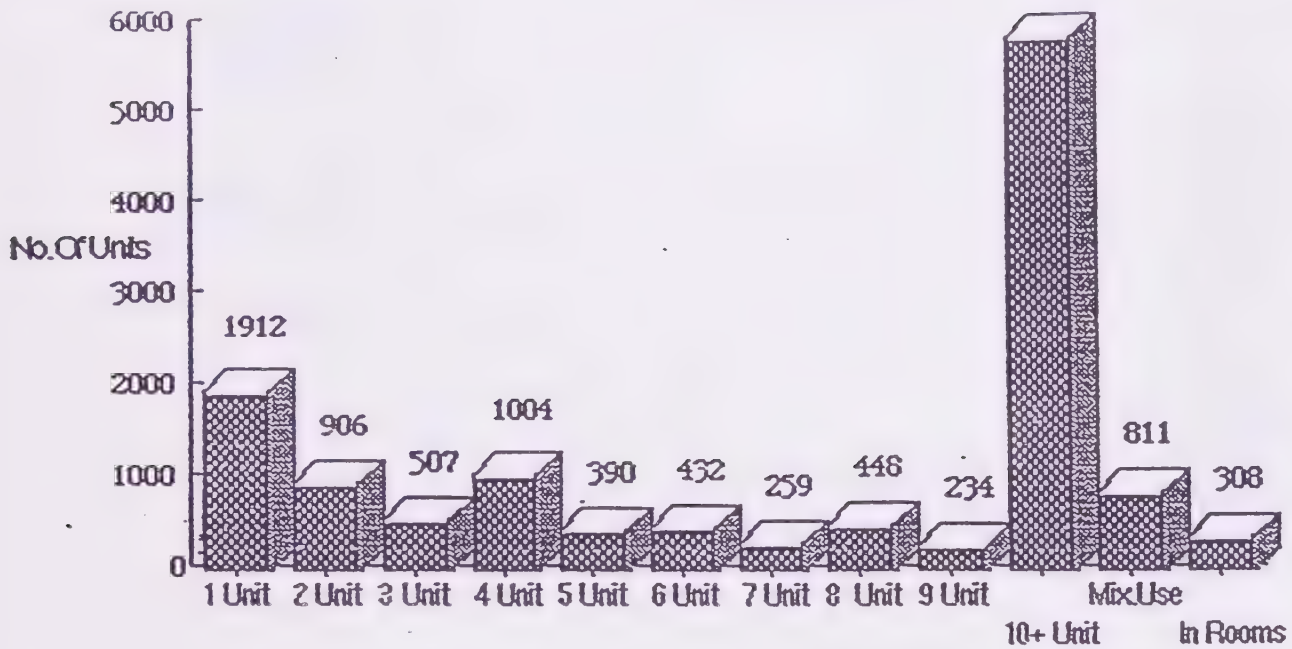


Chart 1.4

SUBAREA #4 "WEST BERKELEY" Total Units: 2,970

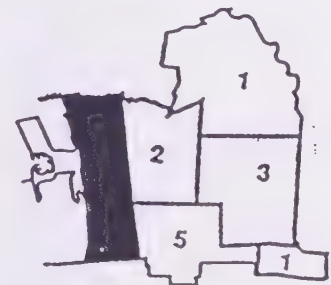
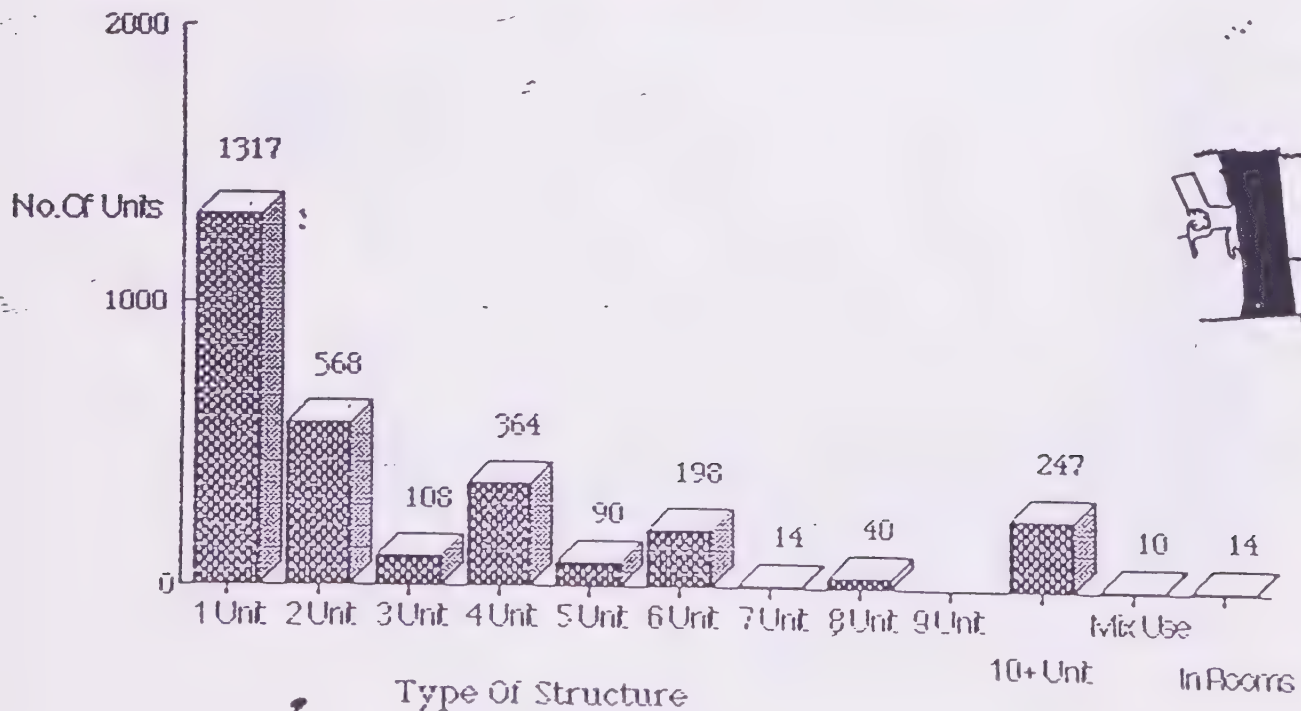




Chart 1.5 3963

SUBAREA #5 "SOUTH BERKELEY" Total Units: 9,211

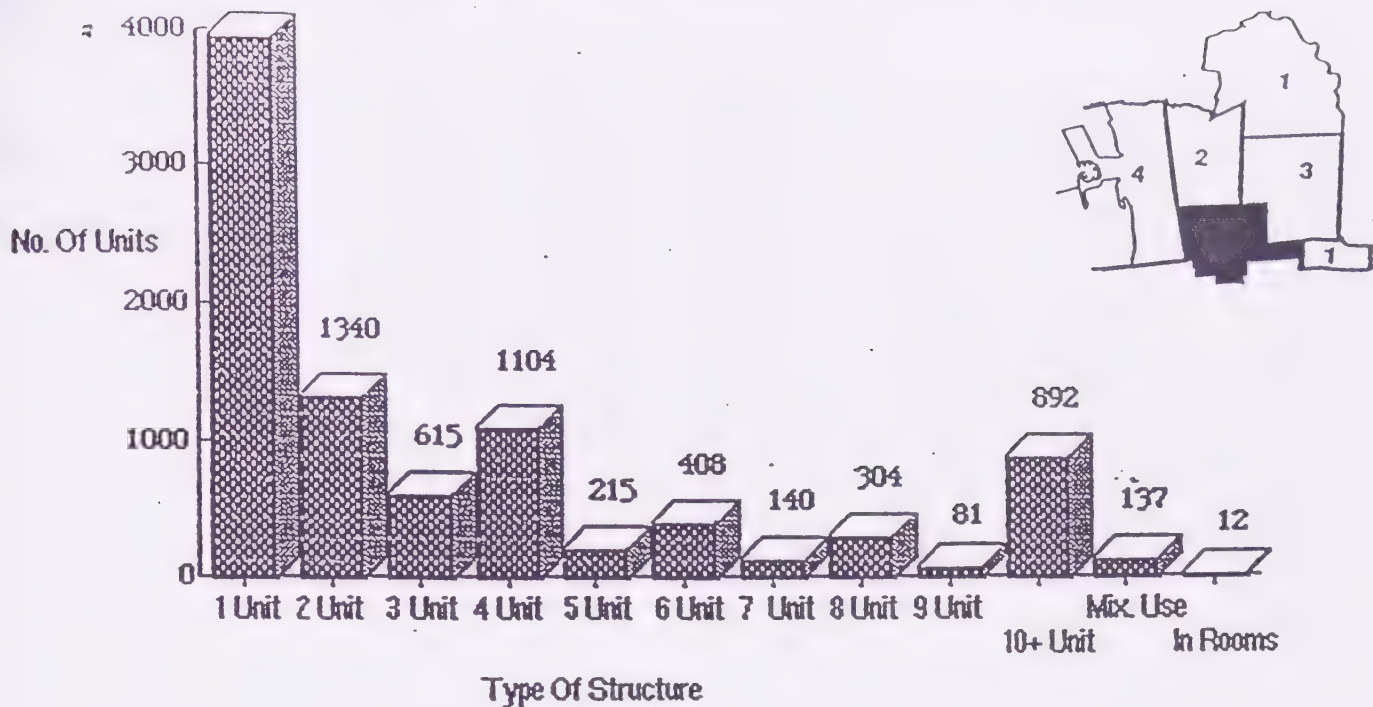
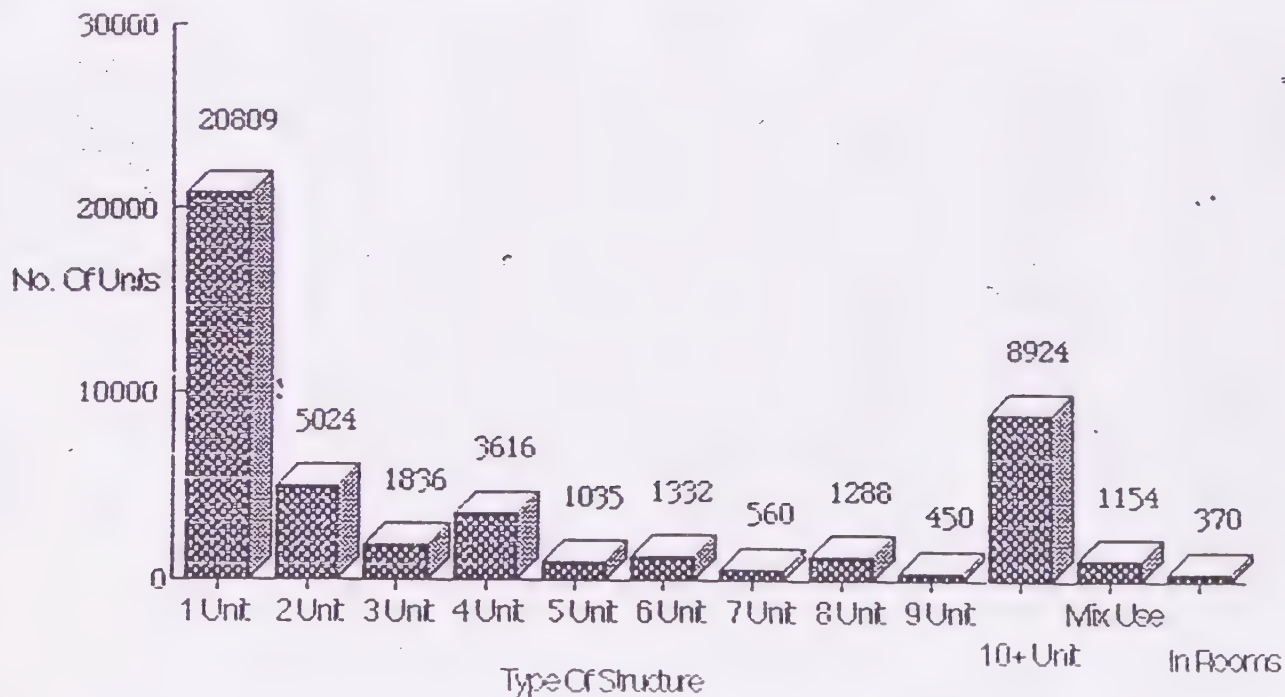


Chart 1.6

CITYWIDE BERKELEY Total Units: 45,768





SUBAREA #1 "THE HILLS"

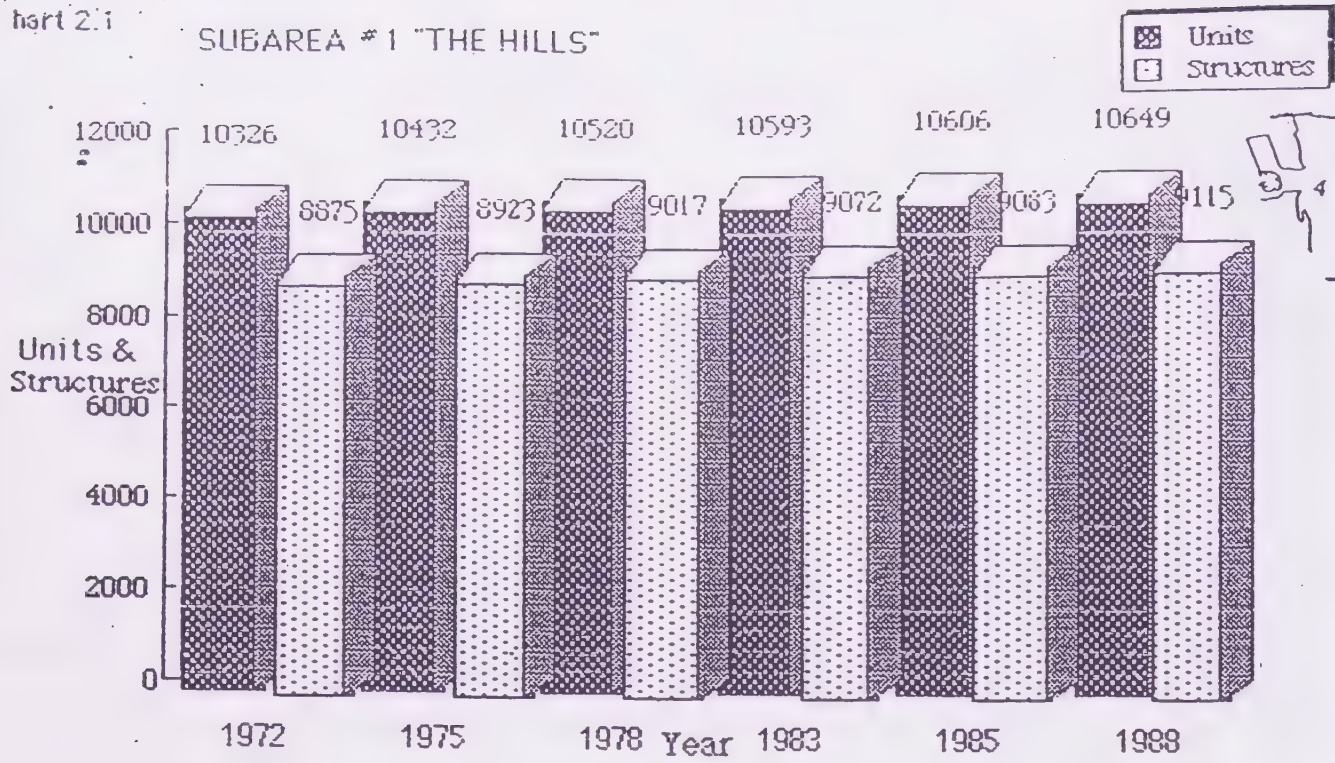
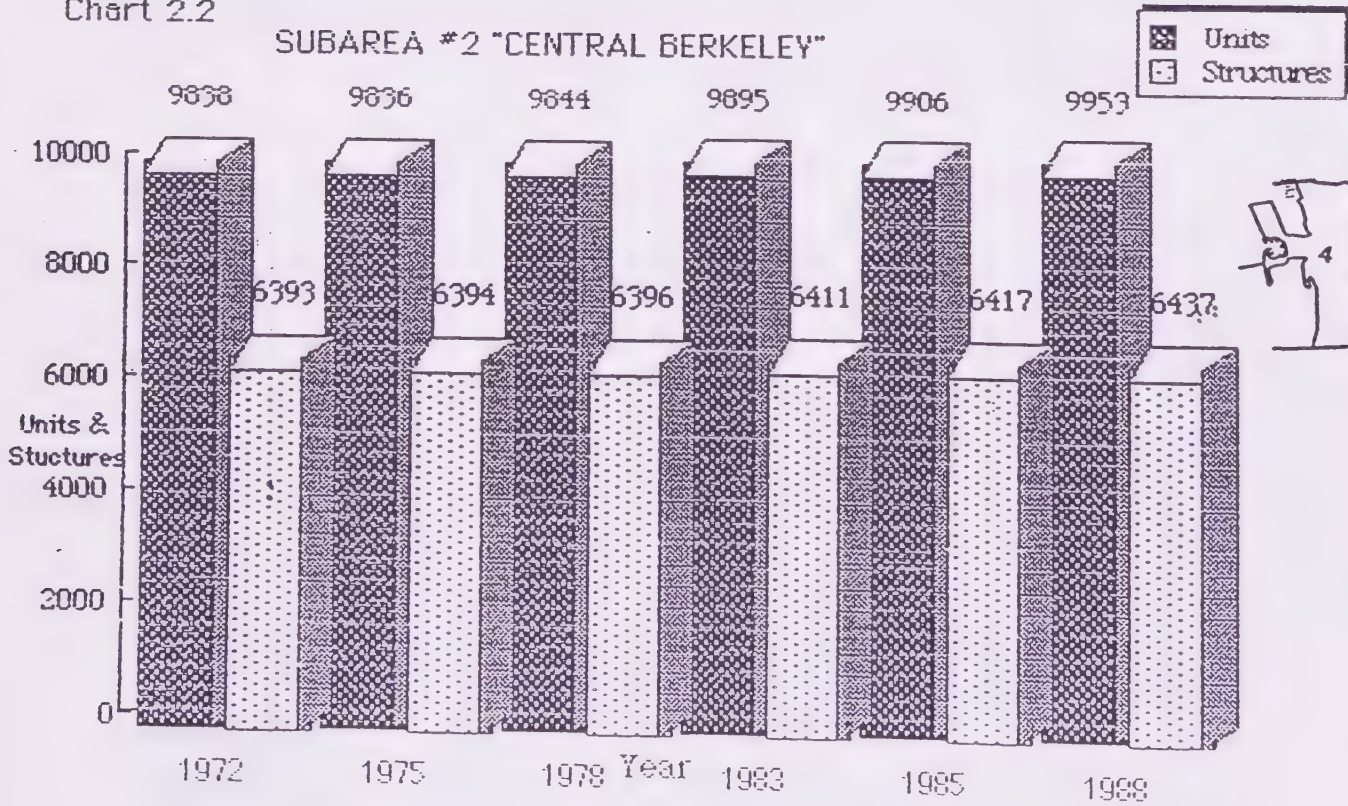


Chart 2.2

SUBAREA #2 "CENTRAL BERKELEY"





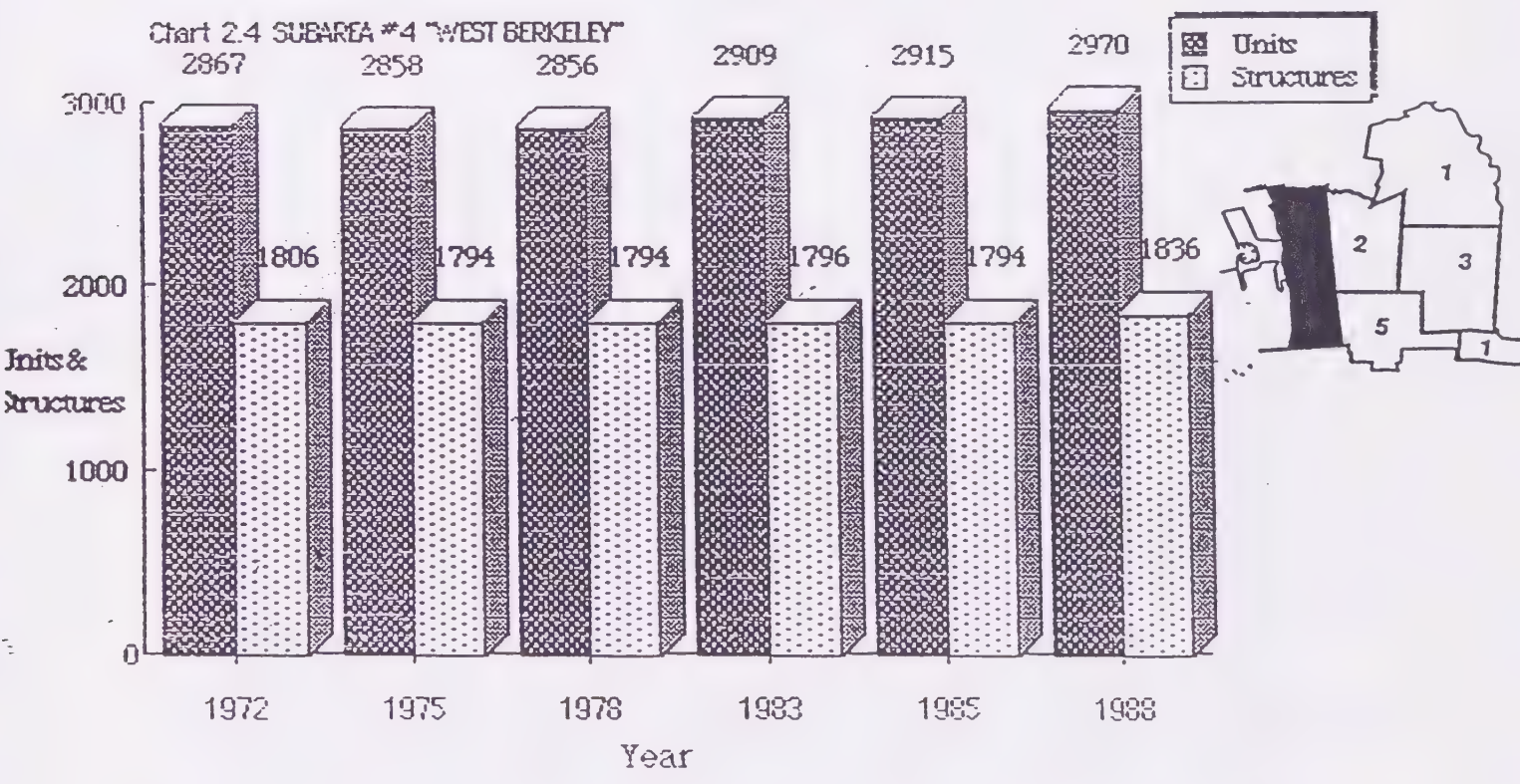
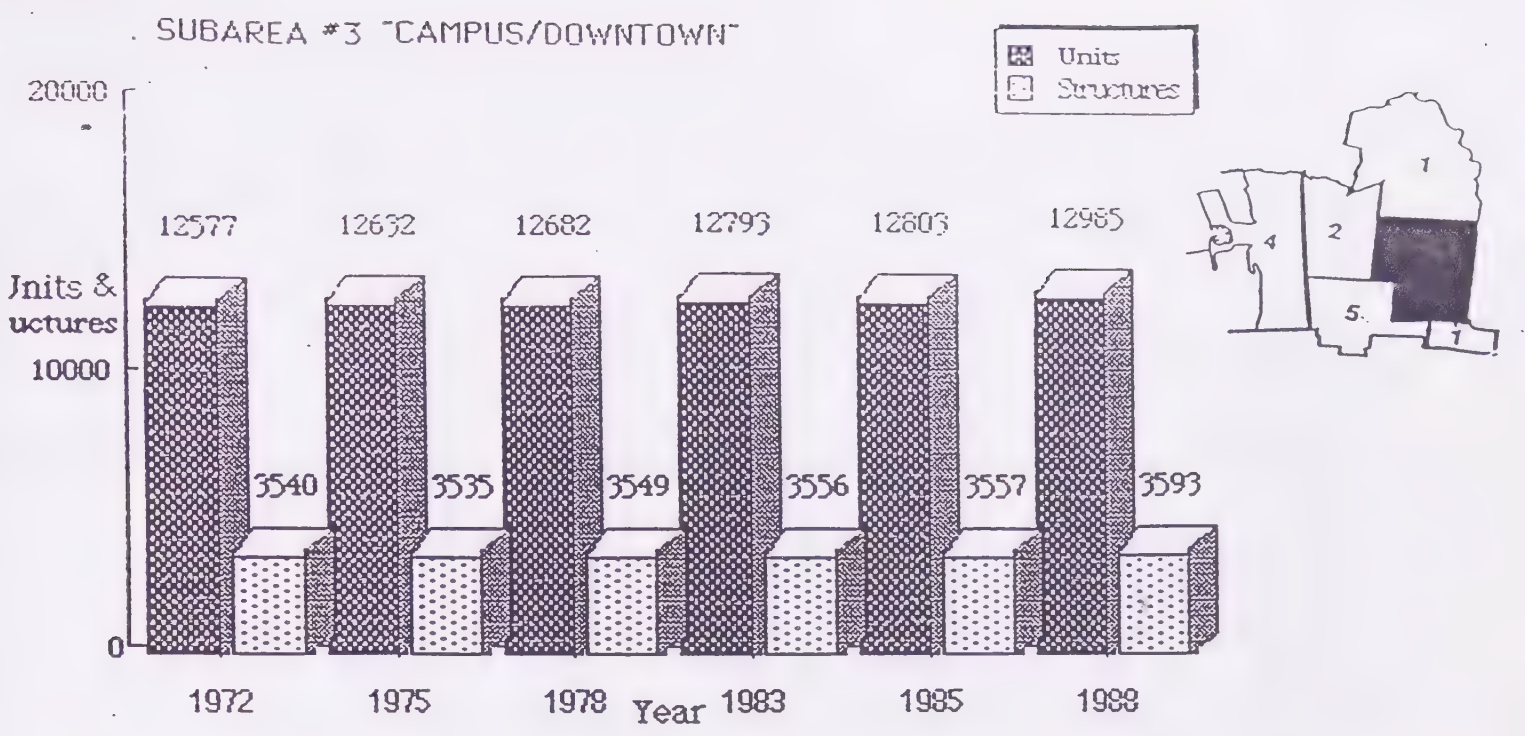




Chart 2.5

SUBAREA #5 "SOUTH BERKELEY"

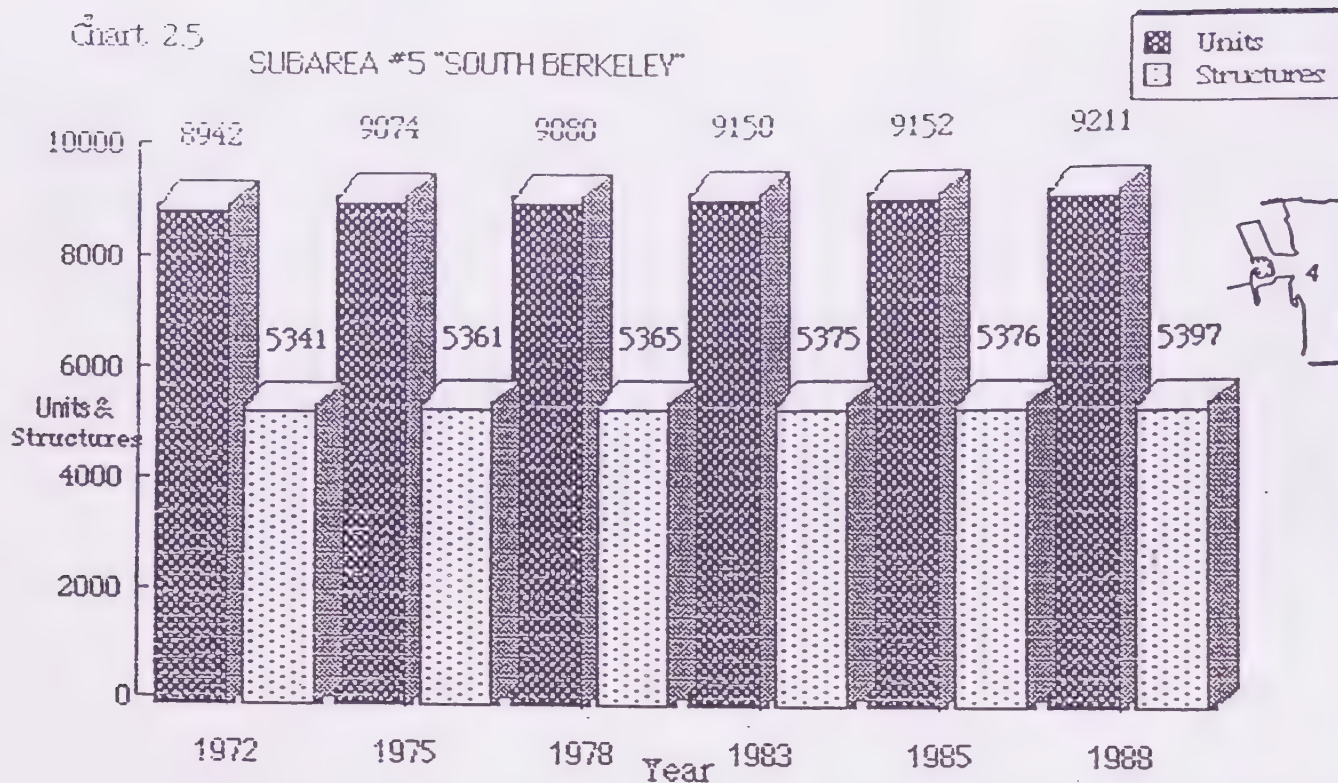
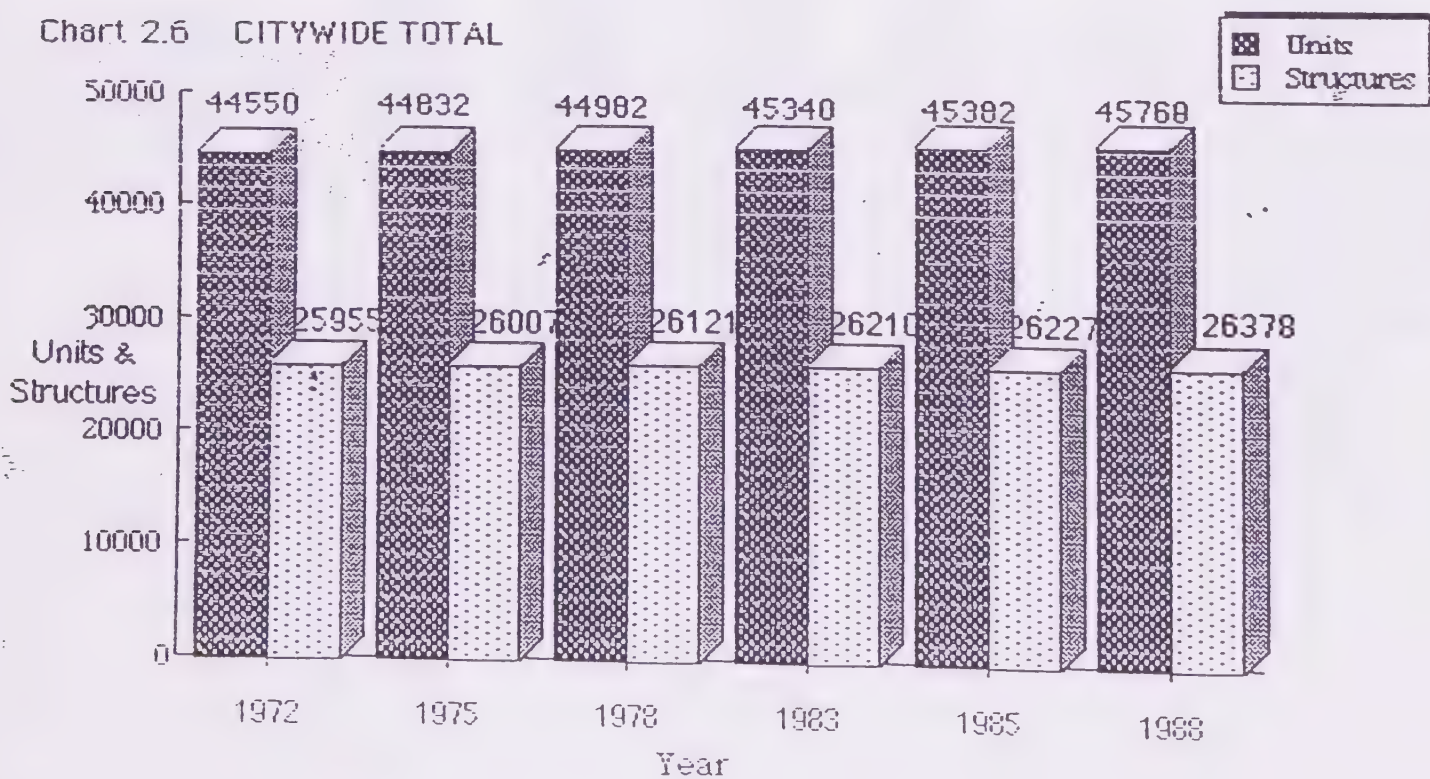


Chart 2.6 CITYWIDE TOTAL





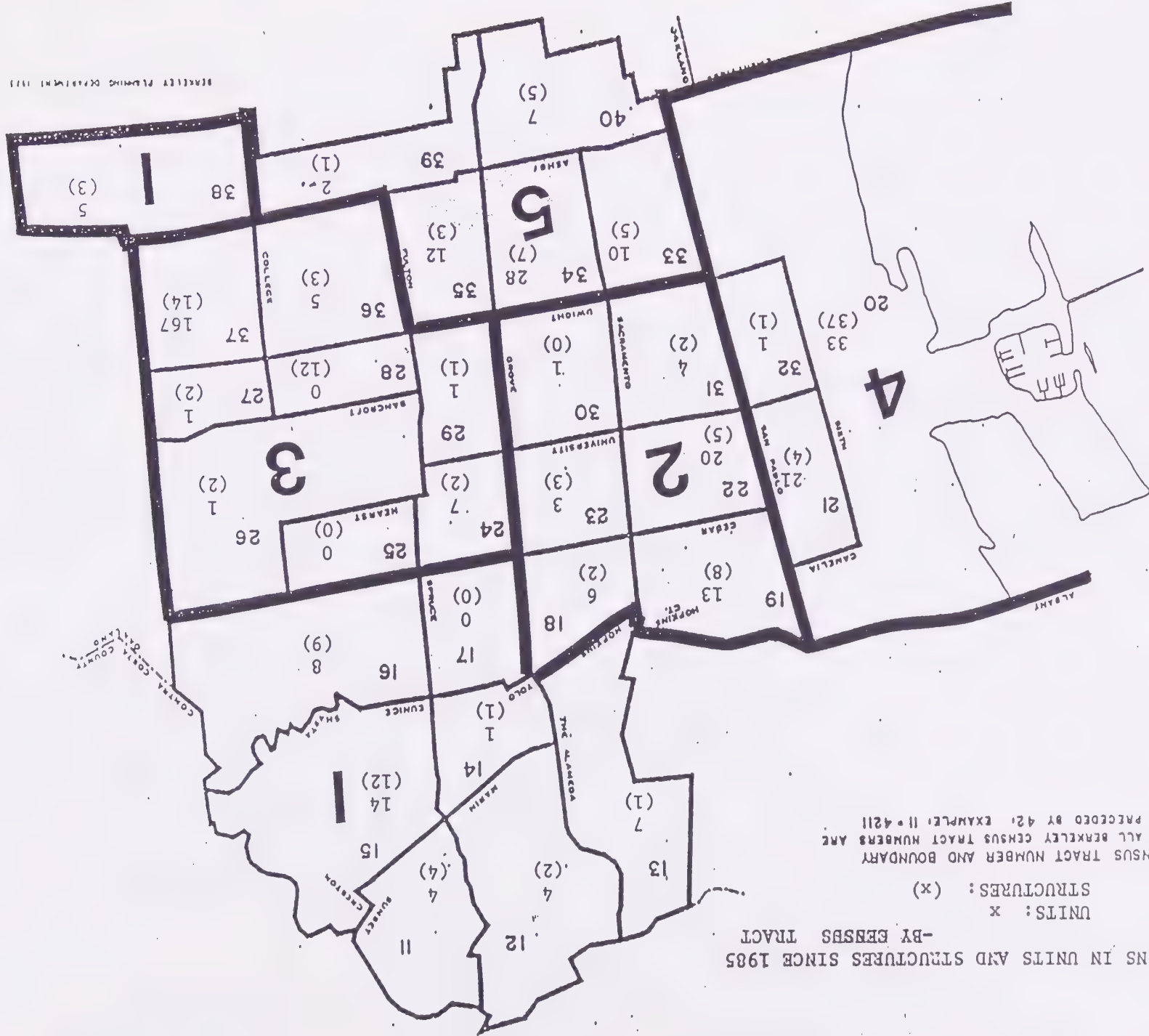
NET GAINS IN UNITS AND STRUCTURES SINCE 1985

-BY EENSBS TRACT

UNITS: X

STRUCTURES: (X)

1980 CENSUS TRACT NUMBER AND BOUNDARY  
NOTE: ALL BERKELEY CENSUS TRACT NUMBERS ARE  
PRECEDDED BY 42; EXAMPLE: 42-4211

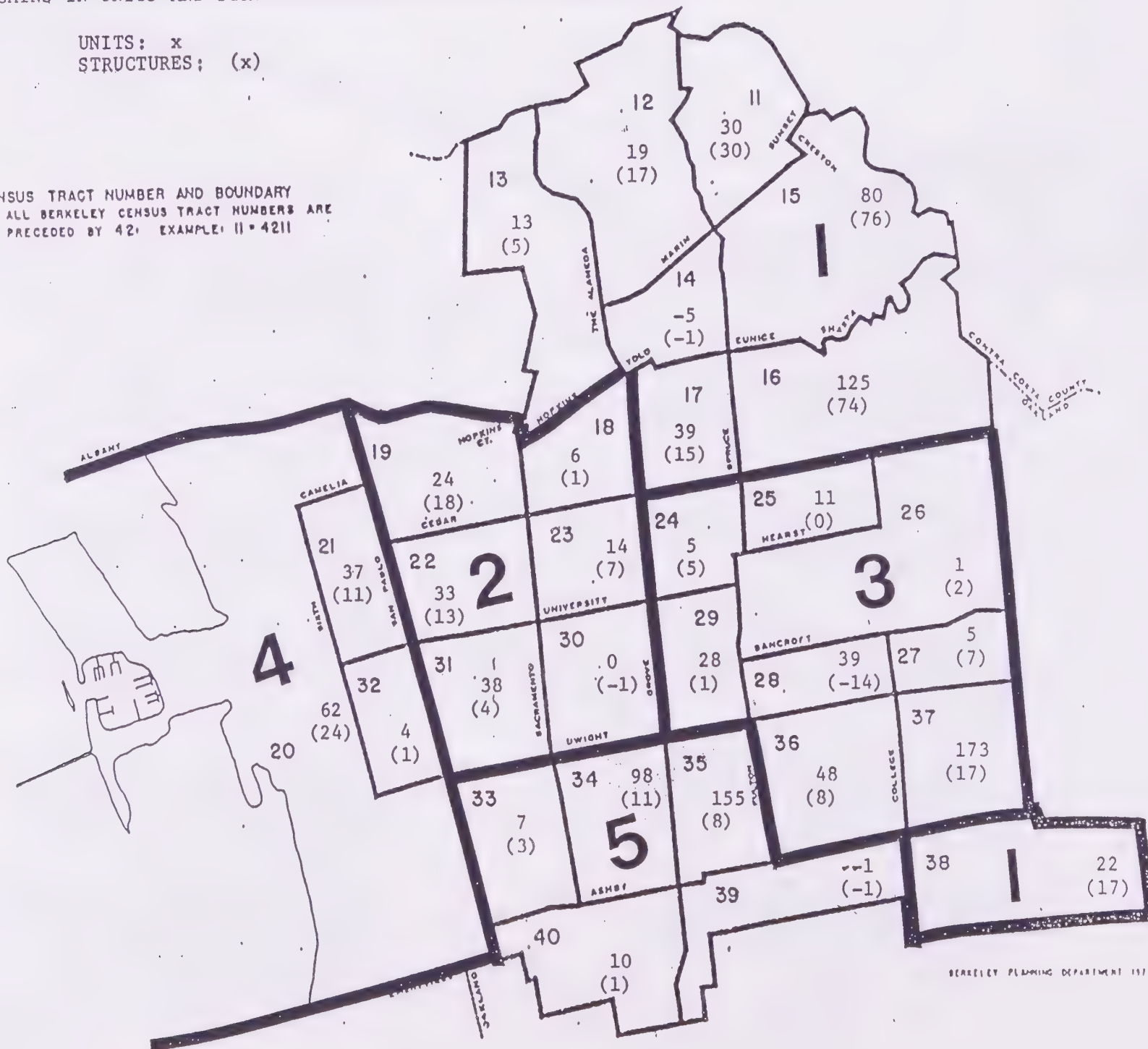




NET GAINS IN UNITS AND STRUCTURES SINCE 1972 : BY CENSUS TRACT

UNITS: x  
STRUCTURES: (x)

11 1980 CENSUS TRACT NUMBER AND BOUNDARY  
NOTE: ALL BERKELEY CENSUS TRACT NUMBERS ARE  
PRECEDED BY 42: EXAMPLE: 11 = 4211





## APPENDIX

- A. Report Methodology
- B. Publicly Assisted Housing Inventory (List and Map)
- C. Change In Housing Density by Subarea 1972-1988
- D. Inventory: Units and Structures by Census Tract 1988
- E. Units and Structures by Structure Type, Census Tract/Subarea 1988
- F. Inventory of Incomplete Units



## Appendix A.

### Methodology

Preparing this report first entailed compiling the housing stock changes from January 1, 1986 to December 31, 1988. These figures were then added to the inventories published in the August 1986 Housing Stock Changes report, which covered the period ending December 31, 1985. The method by which the 1986-1988 changes were derived is described below.

The 1986-1988 housing stock changes were compiled using the following records maintained by the Codes and Inspection Division of the Planning and Community Development Department:

#### 1. Weekly News Releases on Construction Activity

This weekly publication reports all permits issued during the previous week. The permits are listed according to the type of construction activity such as new construction, demolition, addition and alteration. The description for each permit includes the property address, nature of the work to be done, and the number of units, if any, to be gained or lost as a result of the permit work.

#### 2. Property Files

The Codes and Inspection Division maintains a separate file for every property in the City. Each file provides a history of the property with respect to building permits issued, complaints registered, correspondence written and any other materials related to code matters.

Based on the Weekly News Releases, a list was compiled of all permits issued after December 31, 1985, for work which would add to or delete units from the housing stock. The News Releases for 1985, 1984 and a backlog of incomplete units were also reviewed, to ensure that all units completed after December 31, 1985 would be represented in this report.

The corresponding property file for each permit on the list was then reviewed to verify whether the work had been completed. The work was considered finished if it had undergone a final inspection and was "signed off" by the building inspector. With this information, the "completed actions", were then listed along with the property address, census tract, work completion date, type of action (e.g. demolition, new construction, conversion, house move), the resulting gain or loss in units, and the type of structure involved (e.g. single family, duplex, etc.) The list of completed actions was then used as the basis for all data recorded in the report. The changes which have occurred between 1972 and 1985 were derived from the review of previous housing stock changes reports.



APPENDIX B.

INVENTORY OF PUBLICLY-ASSISTED HOUSING IN THE CITY OF BERKELEY

1. **Harriet Tubman Terrace** 90 units of senior housing  
Address 2870-2874 Adeline  
Valuation Unknown
2. **Lawrence F. Moore Manor** 46 units of senior housing  
Address 1909 Cedar  
Valuation Unknown
3. **Oregon Park** 61 units of senior housing  
Address 1425 Oregon  
Valuation Unknown
4. **Strawberry Creek Lodge** 149 units of senior housing  
Address 1320 Addison  
Valuation Unknown
5. **Stuart Pratt Manor** 44 units of senior housing  
Address 2020 Durant  
Valuation Unknown
6. **Savo Island Co-operative Homes** 57 units of limited equity co-operative housing.  
Address 2000-2044 Ward; 2007-2029 Stuart; 2801-2823, 2733-2737 Milvia; 2810-2816 Adeline.  
Valuation \$1,867,382
7. **Amistad House** 60 units of senior housing.  
Address: 2050 Delaware.  
Valuation \$2,000,000.
8. **U/A Housing Co-operative** 47 units of co-operative housing.  
Address 1450-1464 University; 2010-2020, 2030 Sacramento ; 1417-1429, 1435-1445, 1471-1473 Addison.  
Valuation \$1,546,145
9. **Bonita House** Two units of housing for the disabled.  
Address 1910-1912 Hearst  
Valuation \$220,693
10. **Oceanview Gardens** 62 units of low-income housing.  
Address 811 Delaware; 821-825 Hearst; 1715-1729 Fifth; 1728-1738, 1820-1822 Sixth.  
Valuation \$2,275,819
11. **RHCP Rental Housing** 14 units low-income housing.  
Address 1812 Fairview; 1521 Alcatraz; 3016 Harper; 1605 Stuart; 2231 8th  
Valuation \$763,054
12. **Redwood Gardens** 169 units of senior housing.  
Address 2951 Derby  
Valuation \$7,735,800



13. Delaware Street Historic District Mixed-income project, 27 residential and 11 commercial units.

Address 800 Block Delaware.

Valuation \$2,000,000

14. LIPH Housing 61 units of low-income public housing.

Address (10 sites) 1360-1370 Dwight; 1371 Dwight-2450 Valley; 870-880 Jones-1500-1504 Seventh; 1838-1840 Rose- 1402-1408 M.L.K; 2024-2036 Virginia; 2725-2737 Sojourner Truth Court- 2798 Sacramento; 1903-1927 Ward; 1107-1123 Francisco; 1161-1175 Francisco; 2374 West-1323 Channing.

Valuation \$2,275,819

15. Fifth Street Housing Project 13 units of low to middle income housing.

(Note: This project incorporates the "D&E" housing project)

Address 1607-1629 Fifth; 725 Virginia; 1824 Hearst

Valuation \$452,585

\*Note: This inventory comprises a list of permanent housing units only, and does not include the emergency and transitional housing, such as McKinley House, which has received assistance from the City. U.C Berkeley has also sponsored housing development, such as Rochdale II and other housing projects, which do not appear in this list.

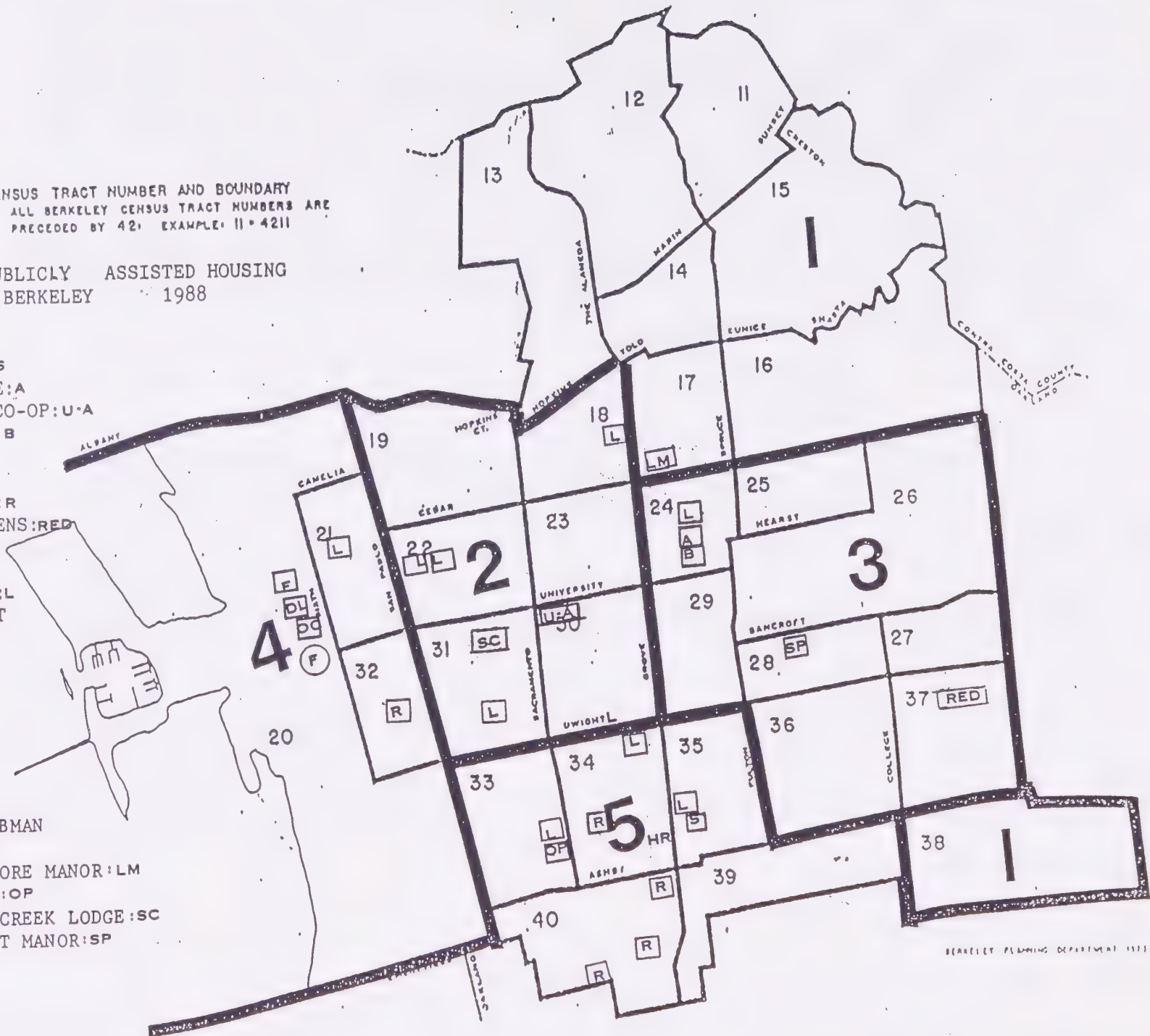


11 1980 CENSUS TRACT NUMBER AND BOUNDARY  
 NOTE: ALL BERKELEY CENSUS TRACT NUMBERS ARE  
 PRECEDED BY 42: EXAMPLE: 11 = 4211

# INVENTORY OF PUBLICLY ASSISTED HOUSING IN THE CITY OF BERKELEY 1988

- 1.SAVO ISLAND:S
- 2.AMISTAD HOUSE:A
- 3.U/A HOUSING CO-OP:U-A
- 4.BONITA HOUSE:B
- 5.OCEANVIEW  
GARDENS:OC
- 6.RHCP HOUSING:R
- 7.REDWOOD GARDENS:RED
- 8.DELAWARE  
PROJECT:DL
- 9.LIPH PROJECT:L
- 10.FIFTH STREET  
HOUSING:F

- 11.HARRIET TUBMAN  
TERRACE:HR
- 12.LAWRENCE MOORE MANOR:LM
- 13.OREGON PARK:OP
- 14.STRAWBERRY CREEK LODGE:SC
- 15.STUART PRATT MANOR:SP





## Appendix C.

SUBAREA HOUSING DENSITIES  
1972 - 1988

	1972	1975	1978	1983	1985	1988	Net Gain 1972-1988	No. of Assisted Units
<b>Subarea #1</b>								
Units	10,326	10,432	10,520	10,593	10,606	10,649	323	46
% of Tot.	23.2%	23.3%	23.4%	23.4%	23.4%	23.3%		
Structures	8,875	8,923	9,017	9,072	9,083	9,115	240	
% of Tot.	34.2%	34.3%	34.5%	34.6%	34.6%	34.6%		
Ratio	1.16	1.17	1.17	1.17	1.17	1.17		
<b>Subarea #2</b>								
Units	9,838	9,836	9,844	9,895	9,906	9,953	115	287
% of Tot.	22.1%	21.9%	21.9%	21.8%	21.8%	21.7%		
Structures	6,393	6,394	6,396	6,411	6,417	6,437	44	
% of Tot.	24.6%	24.6%	24.5%	24.5%	24.5%	24.4%		
Ratio	1.54	1.54	1.54	1.54	1.54	1.55		
<b>Subarea #3</b>								
Units	12,577	12,632	12,682	12,793	12,803	12,985	408	256
% of Tot.	28.2%	28.2%	28.2%	28.2%	28.2%	28.4%		
Structures	3,540	3,535	3,549	3,556	3,557	3,593	53	
% of Tot.	13.6%	13.6%	13.6%	13.6%	13.6%	13.6%		
Ratio	3.55	3.57	3.57	3.60	3.60	3.61		
<b>Subarea #4</b>								
Units	2,867	2,858	2,856	2,909	2,915	2,970	103	102
% of Tot.	6.4%	6.4%	6.3%	6.4%	6.4%	6.5%		
Structures	1,806	1,794	1,794	1,796	1,794	1,836	30	
% of Tot.	7.0%	6.9%	6.9%	6.9%	6.8%	7.0%		
Ratio	1.59	1.59	1.59	1.62	1.62	1.63		
<b>Subarea #5</b>								
Units	8,942	9,074	9,080	9,150	9,152	9,211	269	239
% of Tot.	20.1%	20.2%	20.2%	20.2%	20.2%	20.1%		
Structures	5,341	5,361	5,365	5,375	5,376	5,397	56	
% of Tot.	20.6%	20.6%	20.5%	20.5%	20.5%	20.5%		
Ratio	1.67	1.69	1.69	1.70	1.70	1.71		
<b>Citywide Total</b>								
Units	44,550	44,832	44,982	45,340	45,382	45,768	1,218	930
Structures	25,955	26,007	26,121	26,210	26,227	26,378	423	
Ratio	1.72	1.72	1.72	1.73	1.73	1.73		



## APPENDIX D.

HOUSING INVENTORY: STRUCTURES AND UNITS  
 PERCENTAGE BREAKDOWN BY CENSUS TRACT/SUBAREA  
 December 31, 1988

Tract	UNITS	% OF TOTAL UNITS	STRUCTURES	% OF TOTAL STRUCTURES	RATIO UNITS/STRUCTURES
SUBAREA 1					
4211	830	1.8	819	3.1	1.0
4212	1434	3.1	1412	5.4	1.0
4213	1755	3.8	1593	6.0	1.1
4214	612	1.3	588	2.2	1.0
4215	1541	3.4	1452	5.5	1.1
4216	1687	3.7	1414	5.4	1.2
4217	1445	3.2	742	2.8	1.9
4238	1345	2.9	1095	4.2	1.2
TOTAL #1	10649	23.3	9115	34.6	1.2
SUBAREA 2					
4218	1052	2.3	785	3.0	1.3
4219	1788	3.9	1421	5.4	1.3
4222	1562	3.4	963	3.7	1.6
4223	1632	3.6	879	3.3	1.9
4230	2049	4.5	1121	4.2	1.8
4231	1870	4.1	1268	4.8	1.5
TOTAL #2	9953	21.7	6437	24.4	1.5
SUBAREA 3					
4224	2242	4.9	483	1.8	4.6
4225	1669	3.6	476	1.8	3.5
4226	7	0.0	6	0.0	1.2
4227	925	2.0	300	1.1	3.1
4228	1452	3.2	178	0.7	8.2
4229	1425	3.1	274	1.0	5.2
4236	3743	8.2	1193	4.5	3.1
4237	1522	3.3	683	2.6	2.2
TOTAL #3	12985	28.4	3593	13.6	3.6
SUBAREA 4					
4220	614	1.3	428	1.6	1.4
4221	1226	2.7	780	3.0	1.6
4232	1130	2.5	628	2.4	1.8
TOTAL #4	2970	6.5	1836	7.0	1.6
SUBAREA 5					
4233	1573	3.4	1167	4.4	1.3
4234	2101	4.6	1218	4.6	1.7
4235	1431	3.1	665	2.5	2.2
4239	1724	3.8	936	3.5	1.8
4240	2382	5.2	1411	5.3	1.7
TOTAL #5	9211	20.1	5397	20.5	1.7
1-5 TOTAL	45768		26378		1.7



UNITS BY STRUCTURE TYPE AND CENSUS TRACT/ SUBAREA DEC.31 1988

Tract 1 UNIT 2 UNIT 3 UNIT 4UNIT 5 UNIT 6 UNIT 7 UNIT 8 UNIT 9 UNIT 10+UNIT MIX USE IN ROOMSTOTALS

SUBAREA 1											
4211	808	22	0	0	0	0	0	0	0	0	0
4212	1390	44	0	0	0	0	0	0	0	0	0
4213	1551	52	6	24	5	6	0	0	0	0	0
4214	569	32	6	0	5	0	0	0	0	0	0
4215	1391	102	12	4	5	0	7	9	0	0	0
4216	1282	192	30	36	20	18	7	9	66	24	8
4217	486	250	108	148	55	54	28	27	180	8	5
4238	993	100	27	84	30	24	7	9	45	15	3
TOTAL #1											
4218	671	144	27	60	30	12	14	24	70	47	14
4219	1203	352	33	76	15	0	14	9	76	0	0
4222	755	202	51	252	15	12	56	0	213	0	6
4223	633	236	90	148	60	78	64	0	246	45	11
4230	826	264	147	172	55	66	42	36	248	60	5
4231	1059	218	69	140	45	24	7	36	126	42	0
TOTAL #2											
4224	193	162	81	196	70	132	42	45	1118	38	5
4225	225	134	63	160	70	96	42	36	620	91	92
4226	1	0	0	0	0	6	0	0	0	0	0
4227	134	88	15	28	5	12	16	0	520	10	83
4228	33	34	27	24	30	60	72	18	798	296	32
4229	155	26	30	72	40	30	32	0	699	286	20
4236	688	306	222	400	120	66	96	72	1566	74	70
4237	483	156	69	124	55	30	32	63	453	16	6
TOTAL #3											
4220	291	174	18	28	5	48	0	0	42	6	2
4221	610	168	45	148	25	66	32	0	107	0	11
4232	416	226	45	188	60	84	8	0	98	4	1
TOTAL #4											
4233	987	156	75	128	30	42	56	27	22	43	0
4234	912	316	135	184	55	66	56	9	336	4	0
4235	433	198	90	176	55	78	40	0	297	25	4
4239	631	306	105	252	45	96	32	27	171	40	5
4240	1000	364	210	364	30	126	120	18	66	25	3
SUBAREA 5											
TOTAL #5	3963	1340	615	1104	215	408	140	81	892	137	12
1-5 TOTAL											
20809	5024	1836	3616	1035	1332	560	1288	450	8294	1154	370



Tract 1 UNIT 2 UNIT 3 UNIT 4UNIT 5 UNIT 6 UNIT 7 UNIT 8 UNIT 9 UNIT 10+UNIT MIX'USE GROUP Q IN ROOMSTOTAL

819	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
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Appendix F.

Units pending completion in 1989.

(These are the issued permits which have as yet no final inspection)

Number of Units

1985 Permits

1056 Cragmont	1
1630 Bonita	1
2005 Rose	1
1888 Ashby	1

1986 Permits

1900 Napa	1
487 Spruce	1
1616 Kains	1
1843 Tacoma	1
1733 Beverly	1

1987 Permits

55 Hill	1
694 Hilldale	1
500 Michigan	1
2881 Buena Vista	1
1817 Sixth	1
2229 Ward	1

1988 Permits

12 Ajax	1
1080 Cragmont	1
657 Creston	1
474 Boynton	1
1479 Scenic	1
1396 Campus	1
1112 Sterling	1
1103 Amador	1
1161 Keith	1



## APPENDIX E

### Excerpts from U.C. Berkeley Draft Long Range Development Plan (LRDP) and EIR, And City's Response to those Documents

#### Contents

1. Housing Section of LRDP . . . . pg. 1-6
2. Housing Section of EIR . . . . pg. 7-24
3. Various Tables containing  
housing and development  
data . . . . . pg. 25-31
4. City's Staff's Comments on  
Above Documents (approved  
(by Council) . . . . . pg. 32-37







## HOUSING

### THE NEED FOR STUDENT HOUSING

Housing for campus students is an important adjunct to their educational experience - housing that provides opportunities to meet and interact with other students, is close enough to campus to permit access to evening as well as daytime education, cultural and recreational events and facilities, and is affordable, safe and habitable. Appropriate housing is also a critical component of the Campus' goals of meeting the needs of disabled students, underrepresented minorities and scholars with special needs.

### THE STUDENT HOUSING SHORTAGE IN BERKELEY

Between 1979 and 1988, approximately 3,900 private housing units - apartments and houses - were removed from the student housing market and are now used for non-student housing. The Campus has responded by adding over 1,000 new student beds over the same period, but has not been able to keep pace with the loss of private housing. Waiting lists for Campus and affiliate housing are discouragingly long; currently, an estimated 38 percent of all students must find housing outside of Berkeley - up from only 25 percent just nine years ago. Currently, the Campus houses approximately 6,000 students and the affiliates another 3,600 students, in a range of facilities detailed in Table 8 in Appendix B.

### HOUSING NEEDS BY THE YEAR 2005

By the year 2005, between 2,100 and 4,600 new Campus-operated bed spaces for single students will be needed, as shown on Table 5. These additional beds are needed despite the fact that the optimal number of single students that will be accommodated as of 2005 will decrease by approximately 1,000. The need is based on the assumptions that affiliates will maintain their level of supply and that the attrition of private housing will slow or stabilize.

Approximately 40 percent of the needed housing is for lower division students who require access to dining hall facilities and health, counseling, tutorial and other student services. About 50 percent of the needed housing is for students who can only afford low or moderate rent levels. A more detailed projection of housing needs by division level and affordability requirements is found in Tables 9 and 10 in Appendix B. One of the major housing objectives, which is reflected in these tables, is the housing of all freshmen in Campus housing, other than those who reside at home.

The amount of housing that can be actually developed by the Campus will be a function not only of demand and need, but of the cost of new development, the ability of the Campus to finance housing and how competitive the private market in nearby communities becomes.



Table 5

**SUPPLY AND DEMAND<sup>1</sup>  
SINGLE STUDENT HOUSING IN BERKELEY  
Year 2005**

<b>Demand</b>	<b>Number of Beds</b>
70-75% of Single Students <sup>1</sup>	18,500-20,000
<b>Supply</b>	
University (existing and planned)	5,800
Affiliated	3,600
Private	<u>6,000-7,000</u>
	15,400-16,400
<b>Additional University Housing Needed</b>	<b>2,100-4,600</b>

<sup>1</sup>In 1988, 68% of all single students lived in Berkeley, down from 80% in 1979. During the same period, there was a reduction of approximately 3,900 private dwelling units occupied by single students in Berkeley. The estimated on-going demand for close-in single student housing to the year 2005 is 70-75%. The percentage of single students residing in Berkeley averaged 72.5% between 1978 and 1988.

**PLANNING PREMISES FOR HOUSING**

A number of premises have guided the planning for housing needs anticipated by the year 2005.

**Proximity to Campus.** An important premise is to increase the amount of housing available to students within walking or biking distance of campus, so that: (a) students who live within walking distance can take better advantage of campus facilities and activities; (b) students can safely travel between their housing and campus after dark; and (c) traffic and parking congestion is reduced.

**Improved Recruitment and Retention of Minorities and Scholars.** The Campus has objectives regarding the recruitment and retention of minority students and, particularly at the graduate level, academically outstanding students. The availability of housing, and its related support services, affects recruitment and retention of such students.



**Freshmen Housing.** Many freshmen need a high level of orientation and counseling services as well as centralized food services which the Campus can provide. Some of the younger students are the least able to find appropriate and affordable housing in the private marketplace.

**Family Student Housing.** The Campus has supplied a substantial amount of low priced family housing since the end of the World War II, when the Campus' University Village family housing project in Albany was developed. Currently, approximately 30 percent of married and single parent student households live in the 1,022 apartments provided by the Campus. Ninety percent of these students are graduates, many of whom work as Research and Teaching Assistants. Access to affordable, quality housing is an important factor in the ability of these students to attend the University, as well as in the recruitment of high calibre Research Assistants (RA's) and Teaching Assistants (TA's). A separate master planning effort is underway to investigate the feasibility of upgrading University Village housing. No development will occur at University Village until this master planning effort (and accompanying environmental and public review) is complete.

**Affordability.** Affordable housing helps achieve an objective of the State of California, which is to provide affordable higher education to its citizens. As rents in campus housing must cover all housing costs, new housing development must be constructed economically and result in rent levels that students can afford.

**Guaranteed Housing and Housing Continuity.** The provision of security and continuity of housing is important so that students can develop long-term relationships with their peers and don't have to be concerned about finding new living quarters each year. A complementary objective is the formation of strong and supportive academic and social groupings, which frequently center on housing arrangements.

**Design and Density.** There is a general consensus among Campus and community leaders, as well as many residents, that the existing nine-story residence halls in the Southside are too large and that they unduly concentrate students. Although many residents of the units find their design attractive and functional, future housing, with the possible exception of the Bowditch Residence Hall, is planned to be designed at lower heights and densities in order to respond to these concerns and be more in keeping with the scale of other development in the community.

**Variety and Alternatives in Housing.** Plans for new housing should recognize that there are a variety of housing tastes and needs, especially among older students. For some, privacy is paramount, and for others, the communal experience is important.

**Housing for Lower Division Students.** In order to assure good access and affordability, the Plan includes maximum use of existing Campus land and existing centralized dining facilities to meet the needs of lower division students. Housing for lower division students is proposed to be built on several sites, in some cases over parking.



**Upper Division and Graduate Housing.** New housing for single upper division and graduate students is proposed for several locations. Some of these students will choose to live in new Southside residence halls even though they will be designed primarily for lower division students. For others, apartment style housing will be preferred. The South Shattuck Avenue corridor and the downtown areas are particularly desirable for Campus housing because of their accessibility, and are desirable to the City, which identifies the areas for a new residential neighborhood in its recent planning. The Campus plans to seek direct or joint venture opportunities for student apartment development in this area. Additional housing is proposed at the Clark Kerr Campus and as an addition to International House, and at other scattered locations that may become available as the housing development efforts of the Campus proceed. Theme houses will continue to be provided for some of these students, as an adjunct to their academic and cultural interests.

**Relation to City Development Policies.** To the extent reasonable and feasible, new housing will be planned to relate to the existing context and/or City policies regarding downtown and neighborhood development. Specific City regulations regarding density, height, parking requirements, etc. will be balanced with sensitivity to the scale of existing development and Campus objectives that include the affordability of housing for students.

Competing interests and needs will be evaluated and worked out, including use of opportunity sites not now in University ownership that are desirable for student housing and that may be considered for other purposes by the City.

The Plan proposes 1,450 to 1,930 beds in the Telegraph area of Southside at various sites, including potential opportunity sites that may become available in this area.

**Working with the Private Sector.** The Campus cannot, by itself, meet the year 2005 housing need. The attrition of private housing available to students must be slowed down and private development of student housing must be encouraged. The Campus plans to work cooperatively with private property owners, developers, and the City to reduce regulatory barriers to the development of new housing and to devise incentives for owners to rent their units to students. The Campus also plans to work with developers on direct or joint venture opportunities if desirable sites are identified.

**Faculty Housing.** A reserve site is identified in the Hill Area for a possible limited amount of future faculty housing. In addition to this site, which is not expected to be developed within the time period of the LRDP, opportunity sites would be considered as they may arise as possible locations for affordable housing for faculty close to the campus. One such possible opportunity site is the former Presentation High School site at California and Addison Streets.



## CAMPUS HOUSING PROGRAM

The Campus housing development program is outlined in Table 6, indicating the proposed distribution of new and replaced beds to meet anticipated need to the year 2005. As reflected in Table 6, between 44% and 52% of proposed new housing would be built on land currently owned by the University. This development is also described in the following LRDP sections.

**Table 6**  
**STUDENT HOUSING DEVELOPMENT PROGRAM<sup>1</sup>**

Possible Locations	Number of Single Student Beds <sup>2</sup> Potential Allocation
Bowditch Residence Hall	475-550
Anna Head Residence Hall	150-210
Channing/Bowditch Residence Hall	185-200
Dwight Residence Hall	90-105
Opportunity Sites in Southside	425-740
Haste/Channing Residence Hall	125
I-House Addition	75-150
Clark Kerr Campus Infill	150-175
Ridge/La Loma Residence Hall	50-55
South Shattuck Avenue and Other Opportunity Sites in Berkeley	775-1,275
<b>TOTALS</b>	<hr/> 2,500-3,585 <sup>3</sup>

<sup>1</sup>In addition to current approved Foothill Housing and Shattuck/Channing Housing Projects.

<sup>2</sup>Assignable square feet (ASF) and gross square feet (GSF) for each housing location are listed on Table 7 in Appendix B.

<sup>3</sup>The totals (2,500 to 3,585 beds) bracket the 3,350 bed midpoint of the year 2005 single-student housing need, which ranges from 2,100 to 4,600 beds. It should be understood that all the sites listed on this table may not be available and that the number of beds suggested for each site is an estimate. The exact numbers will emerge as each site is studied in detail.



**ISSUE 4.14: POPULATION, EMPLOYMENT AND HOUSING**

This section examines the potential effects of the Draft 1990 LRDP on Campus and City population; employment, and housing. The effects of Campus population and student housing in Berkeley has long been a matter of local concern. In general, the population of an area changes as housing stock changes. Demand for housing generally increases due to employment growth resulting from non-residential development.

Effects on population, employment, and housing are economic impacts generally not considered significant environmental impacts under CEQA; however, since both Campus population and student housing are major elements of the Draft 1990 LRDP, these issues are discussed in this Draft EIR. As described earlier, the Campus is currently oversubscribed, and it is the goal of the Draft 1990 LRDP to reduce student enrollment by the year 2005/06. In addition, the Draft 1990 LRDP proposes to develop 2,500 to 3,585 student beds, mostly in the Southside and South Shattuck areas.

**SETTING****Population**

The total estimated Campus population (head count Fall 1988) amounts to approximately 44,903, of which 70 percent are students, 15 percent are support staff, and 12 percent are academic (faculty and teaching staff, academic non-teaching staff, post-doctoral and visiting scholars) and 3 percent are visitors or vendors. The City of Berkeley population in 1988 was 107,280 residents, including student residents. Of the total student population, approximately 89 percent, or 27,820 students, are single and without children. Approximately 8,700 Berkeley Campus students reside within the Southside neighborhood. This represents about 87 percent of the total residential population of the Southside.



SOURCE: DRAFT LONG RANGE DEVELOPMENT PLAN EIR

### Employment

Student head count enrollment has been relatively stable on an annual average basis. Student enrollment increased by 1,392 students (4.8 percent) over the decade from 1975 to 1985. Faculty employment decreased by 242 employees over the decade (10.2 percent). Staff employment increased by 52 employees (1.2 percent) over the same period.

Employment in the City of Berkeley in 1988 amounted to approximately 62,620 jobs, and total Campus employment in 1988 amounted to 10,364 jobs, including faculty, other academic (non-teaching) and staff. This figure does not include post doctoral and visiting scholars, who were estimated to number 1,975 in 1988.

### Student Housing

#### **Campus-Operated Housing Supply**

Table 4.14-1 presents the existing Campus-related housing. Total housing dedicated to student use available in 1988 amounted to 8,712 beds for single students and 1,022 apartments for family student housing (102 apartments within Berkeley). The single student housing supply includes 5,074 beds in Campus-operated facilities, with an additional 3,638 beds provided by affiliated groups (co-ops, fraternities, sororities). Approximately 7,153 of the existing single student beds and 102 family student apartments are in the Southside, as indicated in Table 4.14-1. The balance of units are located in the Central Campus Park, Northside, Foothill Housing, Mills College in Oakland, Holy Names in Orinda, and University Village in Albany. The Campus recently approved two student housing projects totaling 917 beds as part of Category 1 projects. These include the 760-bed Foothill Student Housing project (under construction) and the 157-bed Shattuck-Channing project. When completed, total housing supply would be 9,472 beds and 1,177 apartments.

Since 1979, the Campus has increased its housing stock approximately 30 percent, by adding 1,000 new beds, while the student population increased by only 4 percent. However, the private supply of rental housing in the surrounding City of Berkeley decreased during the same period. About 3,000 rental units were transformed into non-student or owner-occupied units. Waiting lists for



TABLE 4.14-1

## EXISTING STUDENT HOUSING BY DRAFT 1990 LRDP PLANNING AREA – 1988

	Number of Student <u>Bed Spaces</u> <sup>1</sup>	<u>Apartments</u> <sup>2</sup>
<u>Central Campus Park</u>		
Manville Hall	<u>126</u>	
Area Subtotal	126	
<u>Northside</u>		
Cooperatives <sup>3</sup>	700	
Fraternities <sup>4</sup>	<u>70</u>	
Area Subtotal	770	
<u>Hill Area</u>		
Bowles Hall	207	
Stern Hall	<u>256</u>	
Area Subtotal	463	
<u>Southside</u>		
Units 1, 2, and 3 Residence Halls	2,863	
Prospect Street House	18	
Shorb House	25	
Clark Kerr Campus Residence Halls	753	
International House	600	
Smyth House	11	
Dwight Way House	15	
Smyth/Fernwald		<u>102</u>
Cooperatives <sup>5</sup>	700	
Fraternities <sup>6</sup>	1,330	
Sororities	800	
Casa Joaquin Murieta	<u>38</u>	
Area Subtotal	7,153	102
<u>Other Areas</u>		
Mills College Contract for Space (Oakland)	100	
Holy Names Contract for Space (Orinda)	<u>100</u>	
University Village, Albany		<u>920</u>
Area Subtotal	200	920
<u>UC-Operated Housing Spaces Under Development</u>		
Foothill Student Housing	<u>760</u>	
Shattuck/Channing		<u>155</u>
Area Subtotal	<u>760</u>	<u>155</u>
TOTAL ALL AREAS	9,472	1,177



Table 4.14-1 (Continued)

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<sup>1</sup>Single Student Beds.

<sup>2</sup>Family Student Housing.

<sup>3</sup>Estimate of 50%/50% split between Northside and Southside planning area.

<sup>4</sup>Estimate of 5% located on the Northside.

<sup>5</sup>See Note No. 3.

<sup>6</sup>See Note No. 4.

Source: Modified from Draft 1990 LRDP, January 1990, Appendix B, Table 8; with locations provided by David Stoloff, Campus Planning Office, oral communication, February 7, 1989.



Campus and affiliate housing are long. Between 35 percent and 45 percent of all students must find housing outside of Berkeley, almost twice the percentage of nine years ago.<sup>1</sup>

##### Campus Housing Demand

The housing needs of the Campus population are satisfied in the larger housing market of the East Bay (primarily by Albany, Berkeley, El Cerrito and Oakland), and elsewhere in the Bay Area, depending upon the locational preferences and financial capability of the individuals involved. As indicated in Table 4.14-2, about 61.5 percent of the students live in the City of Berkeley, 14 percent in Oakland, 5 percent in Albany and El Cerrito, with the remaining 19.5 percent distributed in other communities throughout the Bay Area. The student population has a special need for residence close to the Campus, so that students, particularly undergraduates, can participate in many aspects of the larger, extracurricular activity of a university educational experience.

The main impact of the Campus population on the surrounding housing market is from the student population. This is due to students being the primary component of the Campus population combined with the special need of students for residences close to Campus, the shortage of Campus-related housing relative to this need, and the high turnover rate of students in the housing market. A high proportion of the academic and non-academic staff is already settled in the housing market.

There is presently a shortage of affordable housing available to the student population within close proximity to the Campus. Existing University housing and University housing under development can satisfy the demand for about one-third of the 31,364 students enrolled for Fall 1988 (see Campus population discussion above). A large percentage of the single student population resides in private housing in Oakland, San Francisco, El Cerrito, and Albany, as indicated in Table 4.14-2.

The 61.5 percent of the student population living within Berkeley equals approximately 19,289 students. The Campus and its affiliates provide 8,814 single-student beds and 102 apartments within the planning areas addressed in the Draft 1990 LRDP. This leaves approximately 10,475 students residing in private housing within Berkeley. It is conservatively assumed in a worst-case analysis that each of these residents represents a demand for one housing unit. Using this assumption, the



TABLE 4.14-2

RESIDENTIAL DISTRIBUTION OF  
UC BERKELEY STUDENTS BY COMMUNITY

<u>City</u>	<u>Percent Distribution by Community</u>
Berkeley	61.5
Albany, El Cerrito	7.7
Oakland	14.4
San Leandro & South	1.6
Richmond & North	2.4
Orinda & East	3.1
San Francisco	5.0
Marin	0.5
Other	<u>3.8</u>
TOTAL	100.0

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Source: University of California, Berkeley, Student Housing and Transportation Survey, 1988.



Campus student population occupies about 22 percent of the 46,885 non-University related (private) housing in Berkeley.

Table 4.14-3 presents data on the larger, immediate housing market relevant to the Campus population. It indicates that the average household size has generally increased during the period 1980 to 1988, with more people living in fewer units. The average vacancy rate for the area decreased about one percentage point, from 5 percent to 4 percent, in the same period. This indicates a small increase in the demand for housing. These trends are mirrored in the City of Berkeley as well. Households within the City of Berkeley increased about 1.5 percent over the period, while total housing units increased by 1.2 percent. Berkeley's vacancy rate also decreased from 3.5 percent in 1980 to 3.2 percent in 1988.

Conservatively assuming in a worst-case analysis that each member of the total Campus population represents the demand for one housing unit, the 44,903 members of this population constitute demand for 21 percent of the 219,120 housing units in the larger immediate housing market in the vicinity of the main Campus. This is a conservative estimate, because some portion of the Campus population resides beyond the immediate market of Oakland, Berkeley, Albany, and El Cerrito, in the surrounding communities of the Bay Area and more than one member of the Campus population may occupy a housing unit.

Several housing policies of the City of Berkeley Master Housing Element (adopted 1985) address the Campus population as residents of the City. Two policies are of particular interest with regard to the Draft 1990 LRDP:

"The City works with and encourages the University to identify and develop additional student housing which does not adversely affect housing opportunities for other Berkeley residents. The 1981 agreement on re-use of the site of the California School for the Deaf and Blind for student, faculty, elderly, and disabled housing is an example of such cooperative planning."

"Both to meet student needs and relieve the increasing pressure on the housing stock, increased City coordination with the University will be employed to support appropriate projects to increase the housing provided by the Campus for its students in Berkeley and adjacent communities."



TABLE 4.14-3

## HOUSING MARKET – YEARS 1980 AND 1988

<u>Year / City</u>	<u>House-</u> <u>holds<sup>1</sup></u>	<u>Total</u> <u>Units</u>	<u>Single</u> <u>Units</u>	<u>2 To 4</u> <u>Units</u>	<u>5 Or</u> <u>More</u>
<u>1980</u>					
Berkeley <sup>2</sup>	44,712	46,334	20,227	10,040	16,030
Oakland	141,671	150,274	74,210	27,437	48,439
Albany	6,845	7,035	4,026	750	2,259
El Cerrito	<u>9,662</u>	<u>9,856</u>	<u>7,452</u>	<u>1,297</u>	<u>1,030</u>
Total	202,890	213,499	105,915	39,254	67,758
 <u>1988</u>					
Berkeley <sup>3</sup>	45,389	46,885	20,324	10,177	16,347
Oakland	147,573	154,571	75,453	27,965	50,967
Albany	7,133	7,474	4,059	770	2,645
El Cerrito	<u>9,992</u>	<u>10,190</u>	<u>7,579</u>	<u>1,351</u>	<u>431</u>
Total	210,087	219,120	107,415	40,263	70,390

<sup>1</sup>Household population divided by population per household given for each city.

<sup>2</sup>Household population and derived household count excludes 8,985 residents of group quarters, which includes the University-provided and University-affiliated housing for students.

<sup>3</sup>Household population and derived household count excludes 11,122 residents of group quarters, which includes the University-provided and University-affiliated housing for students.

Source: California State Department of Finance, Publication E-5, years 1980 and 1988.



## IMPACTS AND MITIGATION MEASURES

The CEQA Guidelines indicate that a project will normally have a significant population impact if it will induce substantial growth or concentration of population and/or employment. For the purposes of this Draft EIR, growth beyond that which can be accommodated by the City of Berkeley Master Plan is considered a significant adverse impact. Based on these criteria, no significant adverse impacts related to Campus population and/or employment have been identified. Please also refer to Section 4.12 for a discussion of Public Services.

Unless otherwise noted, all identified impacts are considered to be significant adverse impacts. Corresponding mitigation measures, unless otherwise noted, would be sufficient to reduce impacts to less than significant levels.

Although not required by CEQA, some less than significant impacts have been discussed because they were general issues of local concern. While mitigation measures are required by CEQA, some mitigation measures are proposed that would further reduce the level of impact.

### Population/Employment

The Draft 1990 LRDP would change the mix of total Campus population; however, this would not result in a significant adverse impact. The total Campus population is projected to remain essentially unchanged from its Fall 1988 headcount. Student enrollment would decrease by approximately 1,126 students (4 percent) by the end of the planning period. Non-teaching academics and staff would increase by 7 percent and 6 percent, respectively. Post-doctoral and visiting scholars, representing approximately 6 percent of the total Campus population, would increase by 32 percent, or 625 people, by 2005/06. Table 4.14-4 contains projections of the Campus population in year 2005/06. In spite of increased academic and support space, the total Campus population would remain essentially unchanged.

ABAG projects that the City of Berkeley's resident population would decrease by 4,500 to 102,500, or 4 percent, by 2005/06 over its 1990 projected level of 107,000.<sup>2</sup> Employment within the City by 2005/06 is projected to increase by 5,600 to 68,900 jobs, or 8.8 percent over its 1990 level of 63,300 jobs.<sup>3</sup>



TABLE 4.14-4  
CAMPUS POPULATION  
DRAFT 1990 LRDP

	1988 <u>Headcount</u>	<u>%</u>	2005/06 <u>Headcount</u>	<u>%</u>	Percentage Change <u>Headcount</u>
1. Students	31,364 <sup>1,2</sup>	70	30,000 <sup>1</sup>	67	( - 4 )
2. Faculty and Other Teaching	1,890	4	1,890	4	—
3. Other Academic (non-teaching) <sup>3</sup>	1,665	4	1,780	4	7
4. Post-Doctoral & Visiting Scholars	1,975	4	2,600	6	32
5. Staff <sup>3</sup>	6,809	15	7,241	16	6
6. Visitors & Vendors	<u>1,200</u>	3	<u>1,200</u>	3	<u>—</u>
TOTALS <sup>4</sup>	44,903		44,711		(-0.5%)

<sup>1</sup>The Fall headcount enrollments relate to overall (two-semester headcount average) enrollments in 1988/89 of 30,576, and in 2005/06 of 29,450.

<sup>2</sup>The Fall 1989 headcount is estimated at 30,380 and the 1989/90 two-semester average at 30,270, a reduction of 306 from the 1988/89 average. This reduction was due to an unusually low number of accepted students who enrolled and demonstrates the uncertainty inherent in the "take-show ratio" discussed in the Campus Population section of the Draft 1990 LRDP. For this reason, this Draft EIR analyzes environmental impacts of the Draft 1990 LRDP based on 1988 population figures.

<sup>3</sup>Students employed as assistants and staff are not included, since they are included in the student enrollment figures.

<sup>4</sup>The population numbers do not include individuals taking classes held by University Extension and Vista College in Berkeley Campus facilities. It is estimated that approximately 4,300 University Extension students and 2,200 Vista College students attend classes in Berkeley Campus facilities in the Fall during off-peak hours at night and on weekends. In addition, approximately 500 students attend a freshman Fall Extension program in leased space at the Baptist Seminary (2515 Hillegass Avenue). The majority of these 500 students enroll at Berkeley as regular full-time students in the Spring semester, which offsets the high attrition of freshmen during the Fall semester.

Source: Modified from Draft 1990 LRDP, January 1990, Table 4, Campus Population.



## Southside Student Housing

Impact

- 4.14-1      The student population and the total resident population of the Southside would increase.

The Draft 1990 LRDP would increase the single student housing stock of the Southside by between 1,675 and 2,255 beds. This would be expected to increase the student population from 8,700 to between 10,375 and 10,955 and increase the total residential population of the Southside to between 11,675 and 12,250, or an increase of approximately 17 to 23 percent. By 2005/06, students would comprise about 90 percent of the total residential population in the Southside, instead of the 85 percent estimated in 1988.

Mitigation Measure

- 4.14-1      *See Mitigation Measures 4.1-8 and 4.12-1 through 4.12-5.*

Impact

- 4.14-2      The Draft 1990 LRDP proposes an increase in the number of academic non-teaching staff, post doctoral and visiting scholars, and administrative staff.

The Draft 1990 LRDP proposes an increase in academic non-teaching staff of 115; an increase in post doctoral and visiting scholars of 625; and an increase in staff of 432, for proposed increase of 1,172. The new resident population in Berkeley would be a function of residency patterns and household size. Approximately 1,042 persons are projected to reside in Berkeley based on residency factors of 28 percent for staff, 34.5 percent for non-teaching staff, and 52.1 percent for post doctoral and visiting scholars; and a household size of 2.02 for administrative staff, and 2.21 for post doctoral and visiting scholars. A great majority of this population increase would be anticipated to occupy private rental housing currently used by students that would be made available as a result of students moving into Campus housing projects. This would not result in a significant adverse impact on local housing.



Mitigation Measure

4.14-2(a) *See Mitigation Measures 4.12-1 through 4.12-4.*

4.14-2(b) *The Campus would monitor and report to the City annually on its student and staff population. The Campus will seek to reduce student enrollment by about 1,100 students by the year 2005, and in no year between now and then maintain a total student population on Campus in excess of 31,200 students (two semester average head count).*

Impact

4.14-3 Campus employment and retail employment associated with student housing development would increase. This would be a beneficial impact.

Campus employment would increase by approximately 547 jobs (5 percent); retail employment associated with proposed student housing development at opportunity sites in the Southside and South Shattuck Area would amount to approximately 104 to 137 jobs (2 percent of the projected growth in City employment).

The Draft 1990 LRDP proposes approximately 70,000 GSF of ground floor retail space associated with potential residential projects on opportunity sites in the Southside and South Shattuck Area. This would add about 104 to 137 new jobs to the City's employment base, or two percent of the increase in employment projected by ABAG between 1990 and 2005.<sup>4</sup> This would be considered a beneficial impact.

Mitigation Measure

4.14-3 *None required.*



### Student Housing – Berkeley

The increase in Campus housing for single students in close proximity to the Central Campus Park proposed in the Draft 1990 LRDP would not create a significant adverse impact on the local housing supply. Table 4.14-5 summarizes the Draft 1990 LRDP student housing development program. The program would add between 2,500 to 3,585 new student beds Campus-wide. This would be a 29 percent to 41 percent increase in new beds over the existing total of 8,712 student beds operated by the Campus and its affiliates. Approximately 1,675 to 2,255 single beds would be added to the Southside. This would be an increase of at least 26 percent over the 7,255 existing University-affiliated beds in the area. Between 775 and 1,275 beds would be added in the South Shattuck planning area at housing and retail joint development sites or other opportunity sites near Campus.

As discussed in the Setting section, the main impact of the Campus population on the Berkeley housing market is from the student population. The discussion on population above indicates that total student enrollment is projected to decrease by 4 percent by 2005/06. Consistent with the interest of the Campus in providing more housing opportunities near the Central Campus Park for its students, the Draft 1990 LRDP projects an increase in the proportion of single students residing in Berkeley from 68 percent in 1988 to between 70 to 75 percent in the year 2005/06.<sup>5</sup> This would be a return to the range that existed between 1978 to 1988 (72.5 percent average).<sup>6</sup>

Table 4.14-6 summarizes the change in demand and supply for student housing in Berkeley between 1988 and 2005, assuming that 70 percent to 75 percent of students reside in Berkeley. Since a large proportion of the student population is single, the analysis uses the residential distribution of single students as a measure for the residential distribution of the entire student population. The Draft 1990 LRDP's net effect on the number of students housed in the private Berkeley housing market is a decrease in demand for between 184 to 869 beds. There would be a smaller reduction in demand for actual units, since the housing of the private market varies in unit size (number of bedrooms) and many single students form student households of two or more students. Table 4.14-4 (shown previously) also indicates that non-teaching academic staff, administrative staff, and post



TABLE 4.14-5

## STUDENT HOUSING DEVELOPMENT PROGRAM – DRAFT 1990 LRDP

	Single Student <u>Beds Total</u>	Gross Square <u>Feet</u>
<u>Southside</u>		
Bowditch Residence Hall	475 - 550	123,500 - 157,000
Channing/Bowditch Residence Hall	185 - 200	48,100 - 57,400
Anna Head Residence Hall	150 - 210	74,100 - 95,100
Dwight Residence Hall	90 - 105	23,500 - 30,100
Haste/Channing Residence Hall	125	34,500
Clark Kerr Campus Infill	150 - 175	39,000 - 50,400
I-House Addition	75 - 150	19,500 - 43,100
Opportunity Sites	<u>425 - 740</u>	<u>110,500 - 212,200</u>
SUBTOTAL	1,675 - 2,255	472,700 - 679,800
<u>Northside</u>		
Ridge/La Loma Residence Hall	50 - 55	13,100 - 15,700
<u>South Shattuck Area</u>	775 - 1,275	268,300 - 506,200
TOTAL ALL AREAS	2,500 - 3,585	754,100 - 1,201,700

Source: Modified from Table 6, Draft 1990 LRDP, January, 1990.



TABLE 4.14-6  
STUDENT HOUSING SUPPLY AND DEMAND -- BERKELEY

	<u>1988</u>	<u>2005/06</u>
TOTAL STUDENT POPULATION <sup>1</sup>	31,364	30,000
EFFECTIVE HOUSING DEMAND		
Percentage <sup>2</sup>	61.5%	70-75%
Berkeley Resident <sup>3</sup>	19,289	21,000 - 22,500
HOUSING SUPPLY		
Campus-Related	8,814 <sup>4</sup>	11,314 - 12,399 <sup>5</sup>
Private City <sup>6</sup>	10,475	9,686 - 10,101

<sup>1</sup>From Table 4.14-4, Campus Population; represents estimated Fall head count.

<sup>2</sup>Given in the 1988 figure from Table 4.14-2, Residential Distribution of UC Berkeley Students by Community; 2005 figure is the Draft 1990 LRDP's Berkeley residence goal for single students (see Table 5 of the Draft 1990 LRDP: Supply and Demand - Single Student Housing in Berkeley).

<sup>3</sup>Percentage of students living in Berkeley (housing demand) multiplied by the total student population.

<sup>4</sup>Excludes 920 Campus apartments at University Village in Albany. Includes 8,712 existing beds, 102 existing apartments in Berkeley.

<sup>5</sup>From Table 4.14-5, Student Housing Development Program, Draft 1990 LRDP: total new beds added to 1988 supply of 8,814, as indicated in the adjacent column.

<sup>6</sup>Derived by subtracting Campus-related supply from effective demand.

Source: EIP Associates, December, 1989.



doctoral and visiting scholars would increase by approximately 7 percent, 6 percent, and 32 percent, respectively. This would increase the demand associated with these groups for housing in Berkeley, but not on a one-for-one basis. These groups generally do not have the same need for housing close to Campus. Most new non-teaching academic staff and administrative staff would, in all probability, be drawn largely from existing residents who are already situated in the housing market of Berkeley or the vicinity. Staff new to the area would choose a residential location either in Berkeley or elsewhere for a variety of reasons, due to preference, financial capability, or housing availability.

A final consideration is that the total supply of Berkeley's private, non-Campus housing should increase between 1989 and 2005/06. There is presently no reliable projection of the size of this increase; however, ABAG projects an increase of 946 households between 1988 and 2005.<sup>7</sup> This is often used as a measure of the increase in dwelling units to expect, assuming that land is available to develop. Berkeley is a built-out city with no large tracts of land available for major housing development. However, a range of smaller parcels, principally in the hills, can be developed. The possibility also exists for adding second units to existing parcels. Additional residential capacity is available through rezoning some commercial areas, as was recently done in the South Shattuck Area. Thus, it would be reasonable to expect some increase in dwelling units within Berkeley in the future and the ABAG measure appears reasonable for a 17-year period.

ABAG is also projecting a subregional deficit of housing in the North County area between 1980 and 2005 based on projections of economic growth and zoned residential land (see discussion of general and cumulative housing impacts below).<sup>8</sup> As a result, an increase of 946 units may be the maximum it would be reasonable to expect for Berkeley, beyond Campus-provided housing. Overall, some increase in total supply is expected, which would decrease the proportion of residences occupied by the Campus population, since that population is not expected to change significantly.

Since the increased concentration of students in Berkeley results from an increase in supply of suitable housing made available primarily by the housing program of the Draft 1990 LRDP, the total student demand for housing would be reduced by the reduction in student enrollment, and the potential increase in demand by academic and administrative staff and post doctoral and visiting



scholars would be offset by projected housing supply increases. The Draft 1990 LRDP would therefore not result in a significant adverse impact.

#### Impact

- 4.14-4      Proposed housing development in the Draft 1990 LRDP is consistent with City of Berkeley housing policies. This is considered a beneficial impact.

City housing policies call for the Campus to develop housing that does not adversely affect the housing opportunities of City residents, and call for increased coordination with the City. A large portion of the Draft 1990 LRDP's housing program (see Table 4.14-5) would develop housing on sites on Campus-owned property that would not otherwise be available for housing non-students. A smaller portion of the Draft 1990 LRDP's student housing development program involves potential housing opportunity sites located in the Southside and South Shattuck Area, and other areas in Berkeley. As a result, the Draft 1990 LRDP supports the two Berkeley city housing policies as described in the setting subsection.

#### Mitigation Measure

- 4.14-4      *None required. See Mitigation Measure 4.14-1.*

### NO HOUSING SCENARIO

The No Housing Scenario would result in a continuation of the existing excess housing demand situation in the City of Berkeley and surrounding areas. This demand would continue to increase as rental housing units in the City continue to decline. Under the No Housing Scenario, no new student housing would be built in any of the Draft 1990 LRDP planning areas. As a result, the resident student population would not increase. For example, in the Southside, it would be expected to remain at its present level of about 8,700 or 87 percent of the 10,000 total 1988 Southside residents. This would be expected in spite of the projected decrease in the total student population because of the high demand for student housing close to Campus. As a result, the impact of the No Housing Scenario on the Berkeley private housing market would not change appreciably from existing conditions.



The No Housing Scenario would result in about 6,000 to 8,000 square feet of retail space associated with the University Health Service Facility in the Southside. Retail employment would be between 12 to 16 new employees. This would be considered a small beneficial impact, increasing job opportunities and local sales tax revenues; however, the City of Berkeley housing policies would not be furthered under the No Housing Scenario.

### CUMULATIVE IMPACTS

Cumulative impacts are the combined effects of the proposed project and all other reasonably foreseeable projects. For the purpose of this Draft EIR, cumulative impacts are ABAG's subregional estimates of household and dwelling unit growth, since the proposed project would not increase demand. The Draft 1990 LRDP's proportion of the increase in households is zero. In fact, it actually would increase the supply of housing for a student population projected to decrease.

The total population of the Campus is not projected to increase under the Draft 1990 LRDP, with either the Housing or the No Housing Scenario. As a result, demand for housing in the general local market would not be expected to increase over existing local conditions. ABAG has projected dwelling units and households on a subregional basis. The north Alameda County area is projected to add 12,450 dwelling units and 26,140 households, resulting in a housing supply deficit of about 13,690 units between 1980 and 2005. The housing deficit for Alameda County, in general, is projected at 16,270 units. These projections are not predictions of what would happen in the housing market. They are projections of potential household growth based on demographic and economic assumptions, compared to land presently zoned and available for residential development. They indicate that a reasonable projection of the region's economic growth would encounter a housing shortage in certain areas, and that some additional housing supply would be required to reconcile the future demand for housing with the presently planned supply. The projections suggest that regional decision-makers should develop policy and programmatic actions now that would create the most favorable housing market.

The housing proposed for construction in the Draft 1990 LRDP would not occur under the No Housing Scenario. However, ABAG's projections of a 52-percent deficit in housing units compared to household growth for period 1980-2005 in the North County Subarea (Alameda, Albany,



Berkeley, Emeryville, Oakland, Piedmont) indicate an increasing demand for housing in the general market. This could decrease the number of students who could be accommodated in the private housing market near the Campus and in the surrounding area. Therefore, the cumulative housing impacts would be exacerbated under the No Housing Scenario.

The Draft 1990 LRDP would not increase demand for housing in the larger market, since the Campus population would reach a steady state. A conservative estimate of the gross housing demand of the total Campus population assumes that each member of the Campus population represents one household and the demand for a single dwelling unit. As a result, total demand as represented by the Campus would remain at approximately 44,900 units. As the supply grows in the larger regional market, the Campus share would therefore decrease, even if the supply increases did not keep pace with projected need. However, if a large increase in supply above that which is already planned is not forthcoming, and if the economy and households grow as projected by ABAG, the competition for housing would increase. Such an increase in demand within the wider housing market may interfere with the ability of students to reside in the City of Berkeley.

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<sup>1</sup>University of California, Berkeley, Draft 1990 LRDP, January 1990.

<sup>2</sup>ABAG, Projections '87, p. 80.

<sup>3</sup>*Ibid*, p. 87.

<sup>4</sup>Employment density factor of 510 square feet per employee from: Gruen + Gruen Associates, Employment Densities by Type of Workplace, July, 1985, Table 12.

<sup>5</sup>1990 Draft LRDP, January, 1990, Table 5: Supply and Demand - Single Student Housing in Berkeley.

<sup>6</sup>*Ibid*.

<sup>7</sup>ABAG, Projections '87, p. 85; 1988 figure estimated from annual average change between 1985 and 1990.

<sup>8</sup>The North County subregion consists of Alameda, Albany, Berkeley, Emeryville, Oakland, and Piedmont.



Table 8

## U.C. OPERATED AND AFFILIATED HOUSING - 1988

	Number of Student Bed Spaces	Apart- ments	Total
UNIVERSITY OPERATED HOUSING FACILITIES			
<u>Single Student Housing Spaces</u>			
Unit 1 Residence Halls	952		
Unit 2 Residence Halls	941		
Unit 3 Residence Halls	970		
Manville Hall	126		
Bowles Hall	207		
Stern Hall	256		
Prospect Street House	18		
Shorb House	25		
Clark Kerr Campus Residence Halls	753		
International House	600		
Mills College contract for space	100		
Holy Names contract for space	100		
Smyth House	11		
Dwight Way House	<u>15</u>		
Total Single Student Housing Spaces	5,074		
<u>Family Student Housing</u>			
University Village (Albany)		920	
Smyth-Fernwald		<u>102</u>	
Total Family Student Housing Spaces		1,022	
Total U.C. Operated Housing Spaces			6,096
AFFILIATE OPERATED HOUSING FACILITIES*			
<u>Single Student Housing Spaces</u>			
Cooperatives (18 Housing Facilities)	1,400		
Fraternities (40 Housing Facilities)	1,400		
Sororities (16 Housing Facilities)	800		
Casa Joaquin Murieta	<u>38</u>		
Total Affiliate Operated Bed Spaces	3,638		
U.C. OPERATED HOUSING SPACES UNDER DEVELOPMENT			
Foothill Project	760		
Shattuck/Channing Project		<u>155</u>	
Total U.C. Operated Under Development			905

\*Affiliate housing is available for single students only.



Table 9

**PROPOSED DISTRIBUTION OF SINGLE STUDENT HOUSING  
IN BERKELEY**

**Number of Beds  
Year 2005**

	<b>Freshmen</b>	<b>Sophomores<sup>2</sup></b>	<b>Upper Division<sup>3</sup></b>	<b>Graduates<sup>4</sup></b>	<b>Total</b>
University Residence Halls <sup>1</sup>	3,900	1,700-2,200	1,700-2,700	800-1,600	8,100-10,400
Affiliates	---	800	2,500	300	3,600
Private <sup>5</sup>	---	<u>200-700</u>	<u>3,200-4,200</u>	<u>2,600-3,400</u>	<u>6,000-8,300</u>
<b>TOTAL</b>	<b>3,900</b>	<b>3,200</b>	<b>8,400</b>	<b>4,500</b>	<b>20,000</b>

<sup>1</sup>Assumptions for Residence Halls/University Apartments:

90% of all Freshmen (10% living at home - based on 1988 Student Housing and Transportation Survey)

45-60% of all Sophomores

15-25% of Upper Division

12-25% of Graduates

<sup>2</sup>Assumes 85% of all Sophomores live in Berkeley.

<sup>3</sup>75% of Upper Division in Berkeley.

<sup>4</sup>68% of Graduates in Berkeley.

<sup>5</sup>1979 proportions.

The numbers on the above table (those which indicate how much of the housing in 2005 that will be supplied by the private market and in University affiliates will be occupied by various academic levels) are based upon approximations of how such housing is occupied today, excluding freshmen. The demand for University housing for the several academic levels is the residual after affiliate and private housing is accounted for.

The major finding from this analysis is that, if the University is to meet the year 2005 demand for single student housing, it will need to balance its development efforts between housing lower division students - heretofore the University's nearly exclusive target population - and housing upper division and graduate students.

7190c/LRDPT9



Table 10

**YEAR 2005 - DISTRIBUTION OF EXISTING, PLANNED AND NET NEW  
NEEDED SINGLE STUDENT UNIVERSITY HOUSING  
BY AFFORDABILITY CATEGORIES**

Afford- ability Levels 1988 <sup>1</sup>	<u>Lower Division</u>			<u>Upper Division</u>			<u>Graduates</u>		
	Total Needed Number of Beds	Existing and Planned	Net Needed	Total Needed Number of Beds	Existing and Planned	Net Needed	Total Needed Number of Beds	Existing and Planned	Net Needed
Low	1,200	—	1,200	300	200 <sup>6</sup>	100	300	350 <sup>5</sup>	(50)
Low/ Mod.	1,450	3,000	(1,550)	550	300	250	300	250 <sup>7</sup>	50
Mid	1,450	1,400 <sup>2</sup>	50	550	200 <sup>3</sup>	350	400	—	400
High	<u>1,700</u>	—	<u>1,700</u>	<u>800</u>	<u>100<sup>4</sup></u>	<u>700</u>	<u>200</u>	—	<u>200</u>
Total	5,800	4,400	1,400	2,200	800	1,400	1,200	600	600

Total Existing and Planned Beds	5,800
Total Additional Needed	<u>3,400</u>
Total University Housing, Existing and Proposed Year 2005	9,200

<sup>1</sup>	<u>Undergrads</u>	<u>Graduates</u>
Low =	under \$250	under \$300
Low/Mod =	\$250-299	\$300-399
Mid =	\$300-399	\$400-499
High =	\$400+	\$500+

<sup>2</sup>Ninety percent of Foothill and Kerr

<sup>3</sup>Ten percent of Foothill and Kerr and 50 others

<sup>4</sup>Two thirds of Shattuck/Channing

<sup>5</sup>Manville, one third of International House

<sup>6</sup>One third of International House

<sup>7</sup>One third of Shattuck/Channing  
One third of International House



Table 3

## SUMMARY OF EXISTING, APPROVED AND PROPOSED DEVELOPMENT

	Assignable Square Feet <sup>1</sup> (ASF)	Gross Square Feet <sup>2</sup> (GSF)
Existing Development	7,425,000	12,679,000
Approved Development <sup>3</sup>	<u>498,000</u>	<u>820,000</u>
<b>Subtotal Existing and Approved Development</b>	<b>7,923,000</b>	<b>13,499,000</b>
Proposed Net Additional Space to Meet Needs to 2005 (other than Housing) <sup>4</sup>	440,000	723,000
Proposed Net Additional Space for Student Housing to 2005 <sup>4</sup>	<u>571,000 - 819,000</u>	<u>754,000 - 1,202,000</u>
<b>Subtotal Net Additional Space</b>	<b><u>1,011,000 - 1,259,000</u></b>	<b><u>1,477,000 - 1,925,000</u></b>
<b>TOTAL EXISTING AND APPROVED AND PROPOSED DEVELOPMENT</b>	<b>8,934,000 - 9,182,000</b>	<b>14,976,000 - 15,424,000</b>
Possible Retail Space Associated with Housing and University Health Service Development	53,000	70,000
Potential Joint Development Projects Net Additional Space <sup>4,5</sup>	<u>147,000</u>	<u>244,000</u>
<b>Subtotal Retail and Joint Development</b>	<b><u>200,000</u></b>	<b><u>314,000</u></b>
<b>TOTAL EXISTING AND APPROVED AND PROPOSED AND RETAIL AND JOINT DEVELOPMENT</b>	<b>9,134,000 - 9,382,000</b>	<b>15,290,000 - 15,738,000</b>

<sup>1</sup>"Assignable square feet" is a measure of space within a building that can be assigned to a use, such as "instruction and research." It does not include hallways, stairways, or custodial space.

<sup>2</sup>"Gross square feet" is the sum of all areas on all floors of a building included within the outside face of the building envelope.

<sup>3</sup>Approved development includes projects for which design and environmental review have been approved.

<sup>4</sup>Net additional space takes into account use of existing space, proposed replacement and removal of existing facilities, and proposed new and expanded facilities.

<sup>5</sup>The amount of space that would be used by the University within these potential joint development projects is unknown at this time.



Table 4

## CAMPUS POPULATION

	<u>Estimated Fall 1988</u>		<u>Estimated Fall 2005</u>	
	Headcount	Daily Peak Attendance <sup>1</sup>	Headcount	Daily Peak Attendance <sup>1</sup>
1. Students	31,364 <sup>2</sup>	21,955	30,000 <sup>2</sup>	21,000
2. Faculty and Other Teaching Staff <sup>3</sup>	1,890	1,415	1,890	1,415
3. Other Academic (non-teaching) <sup>3</sup>	1,665	1,010	1,780	1,080
4. Post-docs and Visiting Scholars	1,975	1,185	2,600	1,560
5. Staff <sup>3</sup>	6,809	5,400	7,241	5,743
6. Visitors and Vendors	<u>1,200</u>	<u>290</u>	<u>1,200</u>	<u>290</u>
TOTALS <sup>4</sup>	44,903	31,255	44,711	31,088

<sup>1</sup>The Estimated Daily Peak Attendance is derived from the estimated total headcount population reduced by the combined effect of adjustment factors such as vacation, sick leave, and other than full-time work and study schedules. Attendance at special events is not included.

<sup>2</sup>The fall headcount enrollments relate to overall (two-semester headcount average) enrollments in 1988-89 of 30,576, and in 2005-06 of 29,450. The Fall 1989 headcount is estimated at 30,380 and the 1989-90 two-semester average at 30,270, a reduction of 306 from the 1988-89 average.

<sup>3</sup>Students employed as assistants and staff are not included, since they are included in the student enrollment figures.

<sup>4</sup>The population numbers do not include individuals taking classes held by University Extension and Vista College in Berkeley Campus facilities. It is estimated that approximately 4,300 University Extension students and 2,200 Vista College students attend classes in Berkeley Campus facilities in the Fall during off-peak hours at night and on weekends. In addition, approximately 500 students attend a freshman Fall Extension program in leased space at the Baptist Seminary (2515 Hillegass Avenue). The majority of these 500 students enroll at Berkeley as regular full-time students in the Spring semester, which offsets the high attrition of freshmen during the Fall semester.



Table 11

## MODE OF TRAVEL TO CAMPUS

Full Time Faculty and Staff, All Students  
1984-85

	<u>Faculty</u>		<u>Staff</u>		<u>Students</u>		<u>Total</u>	
	No.	Percent	No.	Percent	No.	Percent	No.	Percent
Car Driver	1,380	65	2,570	57	4,780	15	8,730	23
Car Passenger	60	3	240	5	540	2	840	2
Car/Van Pool	50	2	330	7	570	2	950	2
Scooter/Motorcycle	30	1	50	1	570	2	650	2
Bicycle	140	7	160	4	3,310	10	3,610	9
Public Transit	190	9	610	14	4,410	14	5,210	14
Walk	<u>270</u>	<u>13</u>	<u>540</u>	<u>12</u>	<u>17,320</u>	<u>55</u>	<u>18,130</u>	<u>48</u>
TOTAL	2,120	100	4,500	100	31,500	100	38,120	100

7190c/LRDPT11



Table 12

# APPROVED AND PROPOSED CHANGES IN CAMPUS PARKING SUPPLY 1989-2005

Location	Number of Parking Spaces <sup>1</sup>					Net Change		Total 2005
	1989	Removed		Added		Approved Cat. 1	Proposed Cat. 2	
		Approved	Proposed	Approved	Proposed			
		Cat. 1	Cat. 2	Cat. 1	Cat. 2			
Campus Environs:								
Central Campus Park	1,900	(100)	(550)	450	0	350	(550)	1,700
Northside	1,320	0	(70)	0	0	0	(70)	1,250
Westside/Downtown <sup>2</sup>	250	0	0	300	180	300	180	730
Southside <sup>3</sup>	2,800	0	(720)	0	470	0	(250)	2,550
South Shattuck Corridor	<u>0</u>	<u>0</u>	<u>0</u>	<u>60<sup>5</sup></u>	<u>450<sup>5</sup></u>	<u>60</u>	<u>450</u>	<u>510<sup>5</sup></u>
	6,270	(100)	(1,340)	810	1,100	710	(240)	6,740
Hill Area <sup>4</sup> :								
Foothill Area	780	(230)	0	160 <sup>5</sup>	0	(70)	0	710
Lower and Upper Neighborhood	370	(30)	0	250	60	220	60	650
	<u>1,150</u>	<u>(260)</u>	<u>0</u>	<u>410</u>	<u>60</u>	<u>150</u>	<u>60</u>	<u>1,360</u>
Other Properties:								
6701 San Pablo	0	0	0	0	130	0	130	130
Harrison Street	0	0	0	200	0	200	0	200
2000 Carleton	<u>30</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>30</u>
	30	0	0	200	130	200	130	360
Total LRDP Planning Area	7,450	(360)	(1,340)	1,420	1,290	1,060	(50)	8,460

<sup>1</sup>Includes spaces created through the use of parking attendants.

<sup>2</sup>Includes University Hall.

<sup>3</sup>Includes Clark Kerr and Smyth/Fernwald parking.

<sup>4</sup>Includes all Campus-owned parking not presently administered by Parking Services.

<sup>5</sup>Primarily for new student residences; does not contribute to commuter parking supply.

71904/LRDPT12









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# City of Berkeley

ATTACHMENT 3



Planning and Community  
Development Department  
Zoning Division  
Martin Luther King, Jr.  
Civic Center Building  
2180 Milvia Street  
Berkeley, California 94704

(415) 644-6570  
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CITY OF BERKELEY STAFF COMMENTS AND RECOMMENDATIONS  
ON U.C.'S REVISED DRAFT LONG RANGE DEVELOPMENT PLAN (1990-2005)  
AND REVISED DRAFT EIR

REVIEW COORDINATED BY:  
CITY OF BERKELEY  
PLANNING AND COMMUNITY DEVELOPMENT DEPARTMENT  
2180 Milvia Street, 2nd floor  
Berkeley, CA 94704  
(415) 644-6534

March 5, 1990 ..



## INTRODUCTION

Following are staff comments on the University of California's Revised Draft Long Range Development Plan (1990-2005 LRDP) and accompanying Draft Environmental Impact Report (EIR). Due to the importance of the LRDP to the City, these comments reflect an interdepartmental review effort involving technical review from staff in the Departments of Planning and Community Development, Public Works, Fire, Police, Environmental Health, Legal, and the Office of Economic Development.

Staff have focused their comments on reviewing the new and revised aspects of the LRDP and EIR and reviewing the responses made to City comments on the first draft of the LRDP and EIR (adopted by Council Resolution 54,855-N.S. on June 21, 1989).

Draft versions of these Staff comments have been reviewed and revised by the City-University Planning Subcommittee and by the Planning Commission. In addition, the Committee and Commission have prepared a separate comment report for Council review. Separate comments will be forthcoming from other interested Boards and Commissions, such as the Transportation Commission and Landmarks Preservation Commission.

## OVERALL COMMENTS

Staff's first comment regarding the LRDP and EIR is that there is simply too much material and that it is organized too poorly to allow adequate review in a 45-day review period. It may have been assumed that since most commenters have already reviewed the initial Draft LRDP/EIR, a 45-day review would be sufficient. However, since the documents do not contain any guide or notation to revisions, a thorough review is in fact more time consuming than for the initial documents. The lack of adequate review time has been exacerbated by the University's simultaneous release of EIRs on the Computer Sciences Building and Doe/Moffitt Libraries Addition. Both projects are proposed as part of the LRDP, and the preparation and release of EIRs on these projects should by all logic and proper procedure have occurred following approval of the LRDP.

Although the LRDP document itself has been revised only minimally, revisions have been made to the Plan components to reflect the provisions of the Memorandum of Accord between the Mayor and the Chancellor (included as Attachment A for the record). For the most part, the LRDP and EIR are consistent with the Accord, which has been adopted by the City Council. Exceptions are noted below. Other changes have been made in response to City and community comments. Important changes to the LRDP include preservation of People's Park for open space and recreation uses, retaining several historic structures previously proposed for removal or alteration, eliminating reference to U.C. use of the Berkeley Inn, and the addition of an Academic Plan component of the LRDP.

The revised LRDP adds three new projects, including the Dwight Residence Hall (replacing the previously proposed Dwight/Haste Residence Hall on People's Park), a potential opportunity site for administrative use (mailing and reproduction) and faculty housing at Presentation High, and an expansion to the Botanic Gardens. A proposed expansion of uses at the Strawberry Canyon Recreation Center and Strawberry Field has also been clarified.



As previously noted by the City University Planning Committee and the Planning Commission, the Presentation High proposal conflicts with City policy calling for new land acquisition by the University only for housing uses. In addition, the potential administration uses would pose land use conflicts with the faculty housing on-site, as well as the surrounding neighborhood. The expansion of uses in Strawberry Canyon has also raised many concerns regarding impacts on the Panoramic Hill neighborhood, increased traffic, noise, night-lighting, and loss of privacy.

The City is also concerned about the LRDP's identification of the State Department of Health Services (2151 Berkeley Way) as an opportunity site for potential acquisition. The University's interest in this property may be the precipitating factor in the potential loss of this economically vital facility and its substantial number of jobs from the City.

In response to City and other comments, the Draft EIR has been revised in many of the areas of concern, making for a document that is in greater, but not complete, compliance with CEQA. Topical areas that have been revised include Land Use and Planning, Visual Quality and Aesthetics, Historical and Cultural Resources, Hydrology and Water Quality, and some of the discussions in the Public Services and Utilities sections. These revisions help to more completely assess impacts of LRDP implementation and identify specific mitigation measures to address these impacts.

However, much work still remains to make the EIR a complete and fully adequate document. In many cases, assessment of impacts and mitigations has been deferred to the specific LRDP projects, when revisions to these projects at this stage could eliminate impacts. Areas of concern still requiring extensive revision and additional information include Hazardous Materials, Population, Employment, and Housing, and the assessment of cumulative impacts for virtually all areas of concern. Several mitigations have been deleted from the Circulation and Parking and other sections and should be replaced. Finally, the Alternatives section has been weakened by the elimination of the previous Alternative 4, Conformance with Local Plans and Controls. Reasonable alternatives still lack for a worst-case assessment and lesser amount of development.

Of the three components of the Revised LRDP (Plan, Draft EIR, and Response to Comments), the Response to Comments document is the least responsive to community concerns. The document does not comply with basic CEQA requirements and is almost impossible to work with. Although the LRDP and EIR have been revised to respond to many concerns, the Response to Comments document does a poor job of providing specific responses to specific comments.

Unlike standard Response to Comments documents prepared under CEQA, the responses do not provide a complete response, showing the commenter how the Draft LRDP or EIR has been revised with strikeouts and underlines. Instead, most responses consist only of "Comment noted," or "See revised Draft EIR." In the majority of cases, the comment is simply not responded to, the issue is side-stepped, direct questions are not answered, and requested changes for clarification or accuracy are not made. Where substantive responses are provided, the text of the LRDP or Draft EIR is often not revised, effectively burying the new information from the public record. Finally, the responses are not effectively cross-referenced and provide different, sometimes



conflicting explanations to similar comments.

According to Section 15088 of the CEQA Guidelines, the lead agency shall prepare a written response to comments on environmental issues. (In the case of the LRDP, the University promised to respond to comments on the LRDP as well as the EIR). The written response shall describe the changes made in response (e.g., additional mitigation measures or findings of significance); or if the lead agency does not agree with the comment, the response "must be addressed in detail giving reasons why specific comments and suggestion were not accepted. There must be good faith, reasoned analysis in response. Conclusory statements unsupported by factual information will not suffice." The Guidelines go on to say that "where the response to comments makes important changes in the information contained in the text of the draft EIR, the lead agency should either: (1) revise the text in the body of the EIR, or (2) include marginal notes showing that the information is revised in the response to comments."

The Response to Comments document does not specify changes made in response, does not address comments in detail, does not provide good faith, reasoned analysis, does not provide reasons for rejecting comments, and does not indicate changes made to the EIR through either of the CEQA-specified options. In order to comply with CEQA, the Response to Comments document needs to be more responsive to comments and more fully integrated with the revised LRDP and EIR. It also needs to stand on its own and be internally consistent if it is to be of any use as a public response document.

Furthermore, the University has neglected to respond to the official, Council-adopted City of Berkeley comments that were hand delivered at the close of the comment period. Instead, the Response to Comments document responds to the draft versions of these comments that were prepared prior to their revision and adoption by Council. At no time were these draft comments represented as official City comments on the LRDP/EIR. In neglecting to respond to the official packet of comments, the document does not include many vital pieces of information that were adopted and forwarded by Council action and subsequently transmitted by the City Manager. It is discouraging that this document was not entered into the record after all of the work invested by Councilmembers, Commissioners, staff, and other interested persons to prepare a cohesive and unified City response to the LRDP/EIR. The Final EIR must correct this major oversight by responding to the official City comments, as submitted at the close of the previous comment period.

Specific comments on the Revised Draft LRDP, Draft EIR, and Responses to Comments follow. Comments relating to specific previous comments and responses are presented under the area of concern in the Draft EIR comments.

lrdp1.rep



amounts to 62.7 percent of the City's recycling percentage. The University should at least keep pace with the City recycling process, which would require additional resource commitment by the University in order to provide an education and outreach program, to purchase needed capital equipment and to provide personnel to develop a comprehensive program for the University and to coordinate with City and other recycling programs (see "Letter 12").

Response 9-779:

Page 4.13-36, Mitigation Measure 4.13-16. This comment, to discuss the provision of recycling facilities at LRDP projects, has not been addressed, particularly given the need to at least keep-up with the City's recycling efforts. A stronger recycling commitment is needed to mitigate the additional stream of solid waste, independent of the landfill capacity.

Add Mitigation 4.12-7 from the Doe/Moffitt EIR.

Cumulative Impacts. Address cumulative impacts on solid waste collection.

Population, Employment, and Housing

This section continues to be weak and inadequate. The EIR must recognize the population and housing impacts on the City of Berkeley due to increased staff and local student population and must provide tangible mitigations.

In addition, the LRDP will have significant economic and fiscal impacts on the City of Berkeley. These must be mitigated since they will directly result in associated physical impacts (see previous comments).

Some additional information is provided in the Response to Comments document regarding these topic areas, yet the section has not been revised to reflect this new information. The Population, Employment, and Housing section must be revised to reflect these comments. Owing to the massive nature and poor organization of the Response to Comments document, the information is otherwise lost and the section continues to be incomplete.

This section must also be revised to reflect the Economic Development provisions of the Memorandum of Accord (e.g., participation in First Source Hiring Programs).

Tables 4.14-1 and 4.14-2 from the previous Draft EIR have been eliminated. These tables should be replaced since they provide valuable information on campus population and enrollment and employment trends.

In addition, valuable text has been deleted regarding the increase in the student population of the City over time, the user population characteristics of the City, and the campus percentage of this user population.

Page 4.14-5, first sentence. The previous draft noted a 25% increase in the percentage of students seeking housing outside of the City compared to 9 years ago. Why the difference?

Page 4.14-7. Note that the Housing Element is currently being updated.



Evaluate the housing portion of the City's Policy Recommendations on the LRDP (Council Resolution 54,687-N.S.).

Page 4.14-9, para. 1. There is no basis for the Master Plan growth acting as the standard of significance. The Master Plan is currently being updated. Population, Employment, and Housing impact significance should be based on absolute and percentage increases to the City.

Page 4.14-9, para. 4. The Cit impact is what is significant, not that on campus. Give clear numbers as to new City residents, housing units, jobs, and demographic changes due to the project.

ABAG numbers are not relevant, given extensive proposed cumulative development in the City.

Table 4.14-4. Add a column showing the net change in terms of absolute numbers, not just percent.

Impact 4.14-1 and Mitigation 4.14-1. No direct mitigations are provided for this significant impact. Mitigations should be added to spread out the proposed housing on additional sites and to provide amenities for this increased population.

Mitigations 4.14-1 and 4.14-2(a). This mitigation addresses impacts on public services, not population, employment, or housing.

Impact 4.14-2. The contention that the increased staff, post-doctorates, etc. would not result in a significant housing impact is not supported. This will represent a significant influx into an extremely tight housing market.

It is unlikely that "a great majority" will use student-vacated units, since the housing type demands will differ.

Mitigation 4.14-2(b). Add a mitigation to assist new staff and others with locating appropriate housing or providing additional housing resources.

Impact 4.14-3. Estimate how many of these new employees would live in Berkeley and address resultant housing impact.

Mitigation 4.14-3. Add participation in Berkeley's First Source Hiring Program as mitigation. Provisions should be in compliance with the Memorandum of Accord.

Page 4.14-6, para. 1. Post-doctorates and visiting scholars have just as much need to live close to campus as do students.

Page 4.14-6, para. 2. Infill in the Hills does not seem likely. Redevelopment of underutilized parcels in the flatter portions of Berkeley is where most new units are being created.

Page 4.14-6, para 4. Based on characteristics of recent new employees of the University, calculate the percentage likely to live in Berkeley and compare with the new unit projections to determine significance.



## APPENDIX F

### RESIDENTIAL BUILDING PERMITS RECO\* PERMITS MAPPING OF ROOM ADDITIONS & ALTERATIONS

\* Residential Energy Conservation Ordinance







## CITY OF BERKELEY

RESIDENTIAL PERMITS, RECO PERMITS, MAPPED ROOM ADDITIONS AND ALTERATIONS (1988-89)  
 ("Evaluation of Berkeley's Housing Stock", Elizabeth Dunn Study for PCD 8/89)

TABLE 3.1 TOTAL RESIDENTIAL PERMITS AND PERMIT VALUATION

<u>FISCAL YEAR</u>	<u>TOTAL PERMITS</u>	<u>RESIDENTIAL PERMITS</u>	<u>TOTAL VALUATION</u>	<u>RESIDENTIAL VALUATION</u>
1971-2	2761	1574	24,812,587	14,143,174
1972-3	2425	1382	7,777,559	4,433,208
1973-4	2405	1371	9,715,324	5,537,734
1974-5	2314	1319	6,419,822	3,659,298
1975-6	2500	1425	10,240,933	5,837,331
1976-7	2482	1415	16,647,347	9,488,988
1977-8	2740	1562	76,392,128	43,543,513
1978-9	3046	1736	30,499,619	17,384,783
1979-80	2248	1281	28,895,166	16,470,244
1980-1	2363	1347	27,796,114	15,843,785
#1981-2	2067	907	23,588,525	13,445,459
#1982-3	2028	890	24,594,996	14,019,148
#1983-4	4850	2129	33,341,465	19,004,635
#1984-5	5031	2208	51,125,225	29,141,378
#1985-6	5215	2289	43,680,003	24,897,602
#1986-7	6294	2762	37,945,654	21,629,023
#1987-8	6635	2817	43,519,728	24,806,245

TABLE 3.2 RESIDENTIAL AND RECO PERMITS AND VALUATION

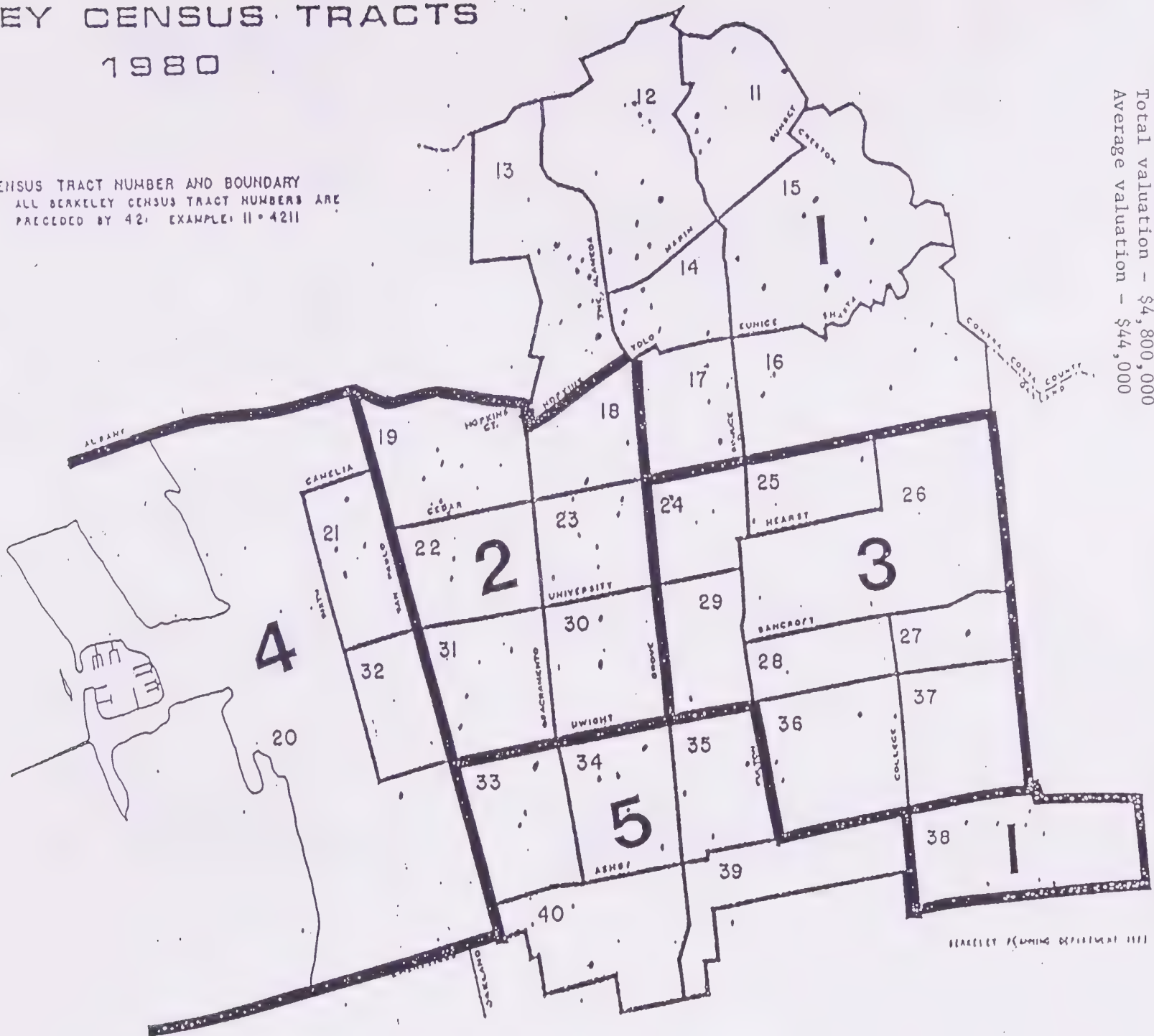
<u>FISCAL YEAR</u>	<u>TOTAL</u>	<u>RECO</u>	<u>RECO INCLUDING RESIDENTIAL</u>	<u>VALUATION - RECO INC. RESIDENTIAL</u>
1981-2	2067	475	1382	15,804,312
1982-3	2028	466	1356	16,478,647
1983-4	4850	1115	3244	22,338,781
1984-5	5031	1157	3365	34,253,901
1985-6	5215	1199	3488	29,265,602
1986-7	6294	1448	4210	25,423,588
1987-8	6635	1713	4530	29,158,218
*1988-9	6100	1245	3977	28,123,965

\* = estimate for FY 1988-89 with projections for May and June



# BERKELEY CENSUS TRACTS 1980

11 1980 CENSUS TRACT NUMBER AND BOUNDARY  
NOTE: ALL BERKELEY CENSUS TRACT NUMBERS ARE  
PRECEDED BY 42. EXAMPLE: 11 = 4211



From 1/88 to 4/89  
Total Number-108  
Total valuation - \$4,800,000  
Average valuation - \$44,000

FIGURE 1. MAPPED ROOM ADDITIONS AND ALTERATIONS



## APPENDIX G

### 1988-91 HOUSING ASSISTANCE PLAN TABLE







U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM ENTITLEMENT PROGRAM  <b>HOUSING ASSISTANCE PLAN</b>		1. NAME OF COMMUNITY <div style="border: 1px solid black; padding: 2px; text-align: center;">CITY OF BERKELEY</div>				
PERIOD OF APPLICABILITY FROM: October 1, 1988      to: September 30, 1991		2. GRANT NUMBER <div style="border: 1px solid black; padding: 2px; text-align: center;">           B - 8 8 - M C - 0 6 - 0 0 0 8         </div>				
DATE OF SUBMISSION October 20, 1989		5. HUD APPROVAL  <div style="display: flex; justify-content: space-between;"> <span>(Signature of Authorized Official)</span> <span>(Date)</span> </div>				
4a. <input type="checkbox"/> Original <input type="checkbox"/> Revision <input checked="" type="checkbox"/> Amendment						

**PART I - HOUSING ASSISTANCE NEEDS****TABLE I - HOUSING STOCK CONDITIONS**

TENURE TYPE	STANDARD UNITS		SUBSTANDARD UNITS		SUBSTANDARD UNITS SUITABLE FOR REHAB		
	OCCUPIED UNITS	VACANT UNITS	OCCUPIED UNITS	VACANT UNITS	OCCUPIED UNITS		VACANT UNITS
					Total	Lower Income	
	A	B	C	D	E	F	G
Owner	10,593	75	6,890	49	6,890	4,324	39
Renter	17,267	139	11,230	91	11,230	7,822	73

**TABLE II - RENTAL SUBSIDY NEEDS OF LOWER INCOME HOUSEHOLDS**

	ELDERLY	SMALL FAMILY	LARGE FAMILY	TOTAL
	H	I	J	K
Very Low Income	996	7,834	204	9,034
Percent	11 %	87 %	2 %	100%
Other Lower Income	370	3,058	95	3,523
ETR	0	0	0	0
To be Displaced	0	0	0	0
Total	1,366	10,892	299	12,557
Percent	11 %	87 %	2 %	100%

**PART II - THREE YEAR GOAL****TABLE I - UNITS TO BE ASSISTED**

	REHABILITATION OF SUBSTANDARD UNITS	NEW CONSTRUCTION	CONVERSION TO STANDARD UNITS	HOME IMPROVEMENTS
	L	M	N	O
Owner	66	59	0	424
Renter	598	214	0	1,271

(UNITS EXPECTED TO ASSIST LOWER INCOME HOUSEHOLDS)

Owner	32	16	0	424
Renter	383	173	0	1,271

**TABLE II - LOWER INCOME HOUSEHOLDS TO RECEIVE RENTAL SUBSIDIES**

	ELDERLY	SMALL FAMILY	LARGE FAMILY	TOTAL
	P	Q	R	S
Households to be Assisted	57	431	12	500
Percent	11.4 %	86.2 %	2.4 %	100%

**TABLE III - GOALS FOR HUD RESOURCES: SUBJECT TO LOCAL REVIEW AND COMMENT**

	ELDERLY	SMALL FAMILY	LARGE FAMILY	TOTAL
	T	U	V	W
Households to be Assisted	54	405	11	470

**HOUSING TYPE PREFERENCE (Maximum Number of Units that will be Accepted)**

NEW	REHAB	EXISTING
100	300	400

☒ Check this box if the applicant wishes to review State Housing Agency proposals within its jurisdiction.
**PART III - GENERAL LOCATIONS**

Attach map identifying the general locations of proposed assisted housing.







## APPENDIX H

COMPREHENSIVE HOMELESS ASSISTANCE PLAN

PROFILE OF HOMELESS CLIENTS SERVED (JAN. - DEC. 1989)







CITY OF BERKELEY

COMPREHENSIVE HOMELESS ASSISTANCE PLAN

Submitted to the U.S. Department of Housing and Urban Development  
in response to the 1987 Stewart B. McKinney Homeless Assistance Act  
and 1988 Amendments Act .

CITY OF BERKELEY  
PLANNING AND COMMUNITY DEVELOPMENT DEPARTMENT  
JULY 1990



## COMPREHENSIVE HOMELESS ASSISTANCE PLAN

### I. STATEMENT OF NEED

#### A. EMERGENCY SHELTER GRANT PROGRAM

Berkeley has a large and growing population of homeless people in need of emergency shelter. In 1986, Berkeley's homeless population was estimated at about 800 people. However, during 1987, a local homeless service project served free meals to 2,026 different homeless or "at risk" people. The City's rotating shelter program served 1,640 different people between December 1986 and June 1987. It is now estimated that the population has swollen to between 1,600 and 2,000 people who are homeless during the year, although not necessarily at the same time.

At any given point in time, the City and local community agencies provide free shelter for an average of 100 people per night, and low cost shelter beds for another 120 people per night. Two separate Berkeley agencies each serve over 200 meals per day.

Berkeley's current shelter capacity of 213 emergency and 72 transitional beds is far less than the need. All of the shelters described in Part II of this document are operating at full capacity and are turning people away. Berkeley's homeless population is a diverse group of individuals and families, each with special needs. The current inventory of shelters does not adequately serve the needs of this population either in the type of shelter provided or the number of beds available.

The following statement from a June 1987 report by the Alameda County Task Force on Homelessness illustrates the magnitude of the unmet need for emergency shelters in both the County and, by inference, Berkeley (with approximately 20% of the County's homeless population):

"In a 1985 unduplicated count, the Emergency Services Network reported that 1,300 women, men and children sought emergency housing at one of the county's 17 shelter sites during a one week period; this number exceeds by four times the total emergency shelter beds available countywide at that time. Shelter providers estimate that, on average, 6,000 homeless people are turned away from Alameda County shelters and voucher programs each month."

These figures do not reflect those who live transiently in overcrowded conditions, in abandoned buildings, under freeways, in cars, in parks or on the streets. Estimates of homeless people who do not sleep in emergency shelters will not be available until 1990 U.S. Census information is made available, most likely in 1992.



Most of the existing stock of emergency shelters in the City were not designed as a primary resource for the general community, nor are they equipped to handle an increasingly diverse population of homeless persons. For instance, deinstitutionalized homeless persons could potentially be turned away from existing emergency shelters that are not equipped to provide the type and extent of specialized services that they require.

## B. SUPPORTIVE HOUSING DEMONSTRATION PROGRAM

### 1). EMERGENCY SHELTER

Emergency shelter is the first, and perhaps most critical, step to breaking the cycle of homelessness. It is crucial that the City expand its capacity to provide emergency shelter to meet the specific needs of different segments of the homeless population.

The City currently attempts to meet the demand for emergency shelter with the combined use of permanently available emergency shelters provided by City-contracted agencies, and a rotating shelter program that combines a City recreation center with a series of church properties to ensure the continuous provision of emergency shelter, with 190 total beds. In addition, the City is currently working with U.C. Berkeley on the new construction of an emergency shelter on Murray Street with the capacity for 80-100 beds. Over \$750,000 in funding for this project has been secured. The Berkeley City Council has approved an interim measure that will allow the basement of the City's Veterans Memorial Building to be used as an emergency shelter until construction of the new shelter is complete. This measure has become necessary as the agreement with the Churches for the use of their properties on a rotating basis is due to expire.

### 2). TRANSITIONAL HOUSING

In order to make the transition from emergency shelter to permanent housing, many homeless people require an extended stay in a stable, supportive environment. Such transitional housing can make the difference between reversal of homelessness and continuation of the cycle. Having a secure environment from which to learn independent living skills, seek and retain work, search for housing and take advantage of support services can greatly enhance a homeless person's chances for success.

There are currently six transitional facilities operated by City - contracted agencies, with an overall capacity for 72 people, including the recently opened Veterans Assistance Center transitional house on Ashby avenue (10 beds), and the newly rehabilitated Women's Refuge house on Byron street (10 beds). Plans are currently underway for the rehabilitation of an additional property for use as a 12-14 bed transitional house for veterans.

The City must establish more transitional houses to meet the needs of families, deinstitutionalized individuals, veterans, and employable homeless individuals who require the specialized supportive services that can be offered in a transitional housing environment. In Alameda



County, the majority (53%) of emergency shelter residents are single women with young children, constituting the main group in need of transitional housing.

### 3). PERMANENT HOUSING

While it has been difficult to prioritize permanent housing in the midst of such pressing needs for emergency shelter and transitional housing, the City is negotiating with the owners of two vacant residential hotels (with 71 units and 26 units respectively) for their acquisition and rehabilitation as permanent housing for the homeless.

The City of Berkeley is also currently working with a private developer to design and build a 200 room single-room occupancy residential hotel. A site at the corner of Durant and Fulton streets has been secured, designs are completed and the project has been approved and authorized.

The disabled homeless are an important sub-component of the overall homeless population. Based on data from five of Berkeley's largest service providers for the disabled, it is estimated that approximately 14.5% of the City's homeless population are physically and/or mentally disabled. The City has made special efforts to provide housing for the disabled in all City-sponsored housing developments, including seven out of 61 units allocated for the disabled in a scattered-site public housing development now completed and recently occupied, and the addition of a new disabled-access unit in the McKinley transitional house, completed with the use of Federal Emergency Shelter Grant funds. The City will place disabled-access requirements on the proposed developments mentioned, and attempt to provide a percentage of fully disabled-accessible units in new construction, wherever possible.

This does not negate the fact that the demand for permanent housing for the homeless far outweighs the current supply and must compete with the demand for housing at all income levels in a very tight housing market.

### C. SUPPLEMENTAL ASSISTANCE PROGRAM

The magnitude of Berkeley's homeless population suggests that the City will need to apply for supplemental assistance under this program in order to fill gaps in funding not covered by other federal, state and local resources.

When the City or a service provider applies for state or federal funds to develop or operate facilities for the homeless, the available funding has quite often fallen far short of that needed to operate on-going, comprehensive programs. In addition, local resources are essentially stretched to the limit in terms of the support that can be offered to fund service providers and shelter programs.



#### D. SECTION 8 ASSISTANCE FOR SINGLE ROOM OCCUPANCY DWELLINGS

As can be seen from the project previously outlined (which will not be using Section 8 assistance) Berkeley has already begun planning efforts to bring Single Room Occupancy units back into the housing stock as one means of serving the homeless and those in danger of becoming homeless, including the elderly and disabled.

As previously mentioned, there is a significant inventory of vacant, single room occupancy units in the city in need of rehabilitation. Given the extremely low rents that must be charged in order to make these units affordable to the target population, a substantial amount of subsidy is required. Section 8 assistance will prove invaluable in assisting the City, the Housing Authority, and non-profit developers in making these units available and affordable to very low income households.

#### II. INVENTORY OF EXISTING FACILITIES AND SERVICES

The City and local non-profit service providers currently operate two emergency shelter facilities for families with children, two emergency shelters for the general homeless population, a rotating emergency shelter program providing temporary shelter, and six transitional housing facilities. In addition to shelter facilities, a number of services are provided through the City, community agencies, local churches and merchants. These facilities and services are outlined on the following page.



## INVENTORY OF HOMELESS FACILITIES AND SERVICES 1990

AGENCY/PROGRAM	ADDRESS	SERVICE OFFERED	# OF BEDS/OUTPUT	FUNDING SOURCE
1. Berkeley/Oakland Support Services	2100 M.L.K Way (Office) Shelters: 711 Harrison St T. Houses: Ninth St McKinley St.	Emergency Shelter, family shelter, transitional house, food, public assistance, housing advocacy.	124 (Harrison St. 90E) Ninth St 10 T McKinley ST. 24TF)	City General Fund Alameda County CDBG Fed. McKinney Funds
2. Berkeley Emergency Food Project	2425 College Av. Berkeley CA. 94704	Two Shelters run through rotating shelter program, free meals.	100 E 200 Meals per night	City General Fund CDBG, CSBG Alameda County Fed. McKinney Funds
3. Womens Refuge	Office (415) 547-4663 Shelters: Shattuck Av T. Houses: Byron St.	Emergency Shelter for battered and displaced low inc. female heads of household and their children	23 E 10 T	City General Fund Fed. McKinney Funds
4. Veterans Assistance Center	Office; 2198 6th St Shelter; 1621 Ashby Av.	Employment/Training services readjustment/substance abuse individual/group counselling	10 T	City General Fund Fed. McKinney Funds CDBG
5. Bonita House	1910-1912 Hearst T. House	Housing, Counselling, life-skills training to very low-inc. mentally disabled adults	18 T	City General Fund
6. Coalition For Alternatives In Mental Health	1720 Oregon St Berkeley CA 94703	Drop In Center for information counselling/referral, advocacy, social activity groups	Support services only	City General Fund
7. Housing Rights For Children	3354 Adeline Av. Berkeley CA 94703	Legal Counseling, emergency housing referrals, advocacy	Support services only	City General Fund CDBG
8. Center For Independent Living	2539 Telegraph Av. Berkeley, CA 94704	Housing search services, peer counseling, support group services for the disabled	Support services only	City General Fund Fed. McKinney Funds CDBG
9. South Berkeley Community Church	1802 Fairview St Berkeley CA	Free Hot meals (Supports feeding programs at McGee Av. Baptist Church and Church Of Christ) Clothing, Referral	Over 200 meals per day	City General Fund

\* E= Emergency, T= Transitional, F=Family



H-6

10. Newman Hall	Cr. Dwight/College Av	Free Showers		
11. ECHO Housing	770 "A" St. Hayward CA 94541	Rental Assistance Program Homesharing Program	15 Housing Grants and loan guarantees per year	City General Fund CDBG
12. YMCA New Light Senior Center	2901 California St Berkeley CA 94703	Multipurpose center, meals, housing counselling, referral, information	Support Services only	City General Fund CDBG
13. Resources For Community Devt.	2131 University Av #422 Berkeley CA 94703	Tenant assistance in purchase of property, Co-op conversion, SRO/Shelter Acq./rehab.	Support Services only	City General Fund CDBG Redevelopment Funds
14. Berkeley Free Clinic	2339 Durant Av Berkeley CA 94704	Free Medical/Dental Care, peer counselling, to homeless and low income population	Over 500 people served per year	City General Fund CDBG
15. Project Share	3102 Telegraph Av Berkeley CA 94705	Housing Matching Service for seniors	45 "Matches" made per year	City General Fund CDBG
16. City of Berkeley Mental Health Svcs.	2180 Milvia St Berkeley CA 94704	Outpatient mental health services, mobile crisis teams	700 clients served via outpt. svcs, 150 via MCT's per year	City General Fund
17. City of Berkeley Health and Human Services	2180 Milvia St Berkeley CA 94704	Emergency Shelter, Temporary Emergency shelter by Emergency Food Project, info. hotline via Berkeley Info. network (415)540-0666	See Emergency food project Other support services	City General Fund



### III. STRATEGY TO MATCH NEEDS WITH AVAILABLE SERVICES

Clearly, the magnitude of the needs described in Part I far outweigh the facilities and services currently available to meet those needs. In Berkeley, the problem is not underutilization of existing services and facilities, but a lack of resources to expand the City's ability to meet the needs of a growing homeless population.

The City's overall strategy for meeting the housing needs of the homeless is a three stage, comprehensive approach. The first stage is providing safe, sanitary emergency shelter designed to meet the needs of families with children, the elderly, the mentally disabled, veterans and the general homeless population. The second stage is transitional housing with supportive services. Again, this housing will be tailored to the unique needs of special groups. The third and final stage in this process is permanent housing. The success of this strategy depends on developing an effective mechanism for channeling emergency shelter residents into available transitional housing facilities and then into permanent housing.

Two important means of linking the homeless with available services has been the use of an information hotline, run through the Berkeley Information Network, a service of the Berkeley Public Libraries, and the use of mobile crisis teams which go out into the streets and parks and offer on-the-spot counseling and referral services to the homeless. This service is operated by the City's Department of Health and Human services.

The City is always exploring opportunities for developing additional emergency shelter and transitional housing facilities, including making every effort to ensure that vacant housing is returned to productive use. The means that the city has so far identified for providing permanent housing are through some combination of single room occupancy residential hotels, public housing, and retrofitting existing housing for the disabled.

With respect to residential hotels, the City is facilitating the transfer of these hotels to non-profit ownership and management in order to maintain them as permanent, affordable, code-compliant housing. The City also has a residential hotel non-conversion ordinance which will prevent their conversion to tourist accommodations.

Berkeley's homeless programs currently utilize resources from all segments of the community. The City's future efforts will continue this pattern of multi-institutional co-operation. Local churches, the University of California, the business community and Berkeley residents, as well as the City and non-profit social service agencies have contributed to this effort. Among the types of resources provided have been money, sites for homeless programs, food, clothing and blankets. An important element of the City's strategy is to continue to co-ordinate these resources so that they leverage the maximum level of services to the homeless.



#### IV. HOW MCKINNEY ACT ASSISTANCE WILL COMPLEMENT AVAILABLE SERVICES

##### A. EMERGENCY SHELTER GRANT PROGRAM

There are any number of projects for which this funding could be used. In general, the funds will be used to assist local service providers in expanding their facilities and provide needed improvements to assist in operating these facilities more efficiently. Federal funds will enable the City to expand the capacity of existing service providers who have a proven record in providing for the homeless.

##### B TRANSITIONAL HOUSING

With a current capacity of only 63 transitional house beds it is crucial that the City expand its supply of beds in transitional housing. The existing facilities have demonstrated that this type of shelter is very effective in providing homeless people with an opportunity to begin to live independently. Federal funding would enable the City to prioritize transitional housing in the context of the City's three-stage process in meeting the needs of the homeless.

##### B.2 PERMANENT HOUSING

The City does not currently operate sufficient permanent housing, particularly to meet the needs of special homeless populations (eg. families with children, elderly and disabled individuals). Federal funding for permanent housing for the homeless would enable the City to identify specific projects, including the rehabilitation of the City's single room housing stock.

##### C. SUPPLEMENTAL ASSISTANCE PROGRAM

The supplemental assistance provided under this program will make many otherwise unfeasible projects feasible. It would also allow the city to undertake projects to meet the needs of the special homeless population groups discussed above.

##### D. SECTION 8 ASSISTANCE FOR SINGLE ROOM OCCUPANCY DWELLINGS

As previously mentioned, the City has already begun to explore possibilities for bringing currently vacant single room occupancy buildings back into the housing stock; and is in fact at this time preparing an application to HUD, due on August 8, 1990, for assistance under the Section 8 moderate Rehabilitation program for the rehabilitation of vacant SRO units in the City.

##### E. CONTACT POINT

For further information on the contents of the CHAP contact:

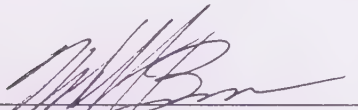
Oscar A. Sung, Director  
Program Planning, Management and Budget  
City of Berkeley,  
2180 Milvia Street  
Berkeley, CA. 94704  
(415) 644-6002 o7 3



F. CERTIFICATION OF SUBMISSION OF  
COMPREHENSIVE HOMELESS ASSISTANCE PLAN TO THE STATE

I, Michael F. Brown, Chief Executive Officer, authorized to act on behalf of the City of Berkeley, certify that an information copy of the attached Comprehensive Homeless Assistance Plan for July of 1990 has been sent to the California Department of Housing and Community Development on this day, July 12, 1990, the same day in which the original Comprehensive Homeless Assistance Plan has been sent to the Department of Housing and Urban Development.

Michael F. Brown, Chief Executive Officer

  
(signature)

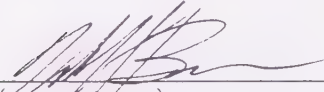
12 July 90  
(date)

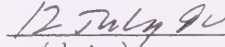


G. DRUG AND ALCOHOL-FREE FACILITIES ASSURANCE

I, Michael F. Brown, Chief Executive Officer, authorized to act on behalf of the City of Berkeley, hereby give assurance to the Department of Housing and Urban Development that the City of Berkeley will administer, in good faith, a policy designed to ensure that the homeless facilities in the City of Berkeley covered in this Comprehensive Homeless Assistance Plan, will be free from the illegal use, possession, or distribution of drugs or alcohol by its beneficiaries.

Michael F. Brown, Chief Executive Officer

  
(signature)

  
(date)



PROFILE OF HOMELESS SERVICES RECIPIENTS (1/89 - 12/89)



HOMELESS SERVICES  
JANUARY - DECEMBER, 1989

CLIENTS SERVED:	TOTAL	PERCENT	JAN-MAR 1989	APR-JUNE 1989	JUL-SEPT 1989	OCT-DEC 1989
TOTAL	5200	100.00%	1615	1303	1229	1053
WHITE	1787	34.37%	589	463	377	358
BLACK	2981	57.33%	918	711	738	614
HISPANIC	150	2.88%	38	38	43	31
ASIAN/PACIFIC	50	0.96%	16	11	15	8
AMERICAN INDIAN	76	1.46%	17	29	16	14
FILIPINO	2	0.04%	0	0	0	2
OTHER	154	2.96%	37	45	40	32
PERSONS 65 AND OVER	32	0.62%	7	7	14	4
FEMALE HEAD OF HOUSEHOLD	257	4.94%	41	65	76	75
UNEMPLOYED	4351	83.67%	1378	1104	1052	817
AFDC	451	8.67%	95	83	135	138
SSI/SSP	704	13.54%	213	180	156	155
GENERAL ASSISTANCE	618	11.88%	166	149	127	176
DISABLED	1492	28.69%	365	376	446	305
VIETNAM VETERANS	591	11.37%	189	168	121	113
DISPLACED WORKERS	626	12.04%	147	149	223	107
TOTAL			31.06%	25.06%	23.63%	20.25%
WHITE			11.33%	8.90%	7.25%	6.88%
BLACK			17.65%	13.67%	14.19%	11.81%
HISPANIC			0.73%	0.73%	0.83%	0.60%
ASIAN/PACIFIC			0.31%	0.21%	0.29%	0.15%
AMERICAN INDIAN			0.33%	0.56%	0.31%	0.27%
FILIPINO			0.00%	0.00%	0.00%	0.04%
OTHER			0.71%	0.87%	0.77%	0.62%
PERSONS 65 AND OVER			0.13%	0.13%	0.27%	0.08%
FEMALE HEAD OF HOUSEHOLD			0.79%	1.25%	1.46%	1.44%
UNEMPLOYED			26.50%	21.23%	20.23%	15.71%
AFDC			1.83%	1.60%	2.60%	2.65%
SSI/SSP			4.10%	3.46%	3.00%	2.98%
GENERAL ASSISTANCE			3.19%	2.87%	2.44%	3.38%
DISABLED			7.02%	7.23%	8.58%	5.87%
VIETNAM VETERANS			3.63%	3.23%	2.33%	2.17%
DISPLACED WORKERS			2.83%	2.87%	4.29%	2.06%



HOMELESS SERVICES  
OCTOBER-DECEMBER, 1989

CLIENTS SERVED:	BERKELEY EMERGENCY FOOD PROJECT						BOSS	WOMEN'S	ECHO	CMH	SBCC
	TOTAL	PERCENT	SHELTER	EXIT	MEALS	DROP-IN	CENTER	REFUGE	SHARE	DROP-IN	MEALS
TOTAL	1053	100.00%	81	36	346	18	302	18	26	95	131
WHITE	358	34.00%	36	14	165	9	75	5	8	23	23
BLACK	614	58.31%	36	19	128	9	218	13	12	66	113
HISPANIC	31	2.94%	8	3	12	0	6	0	1	1	0
ASIAN/PACIFIC	8	0.76%	0	0	3	0	0	0	5	0	0
AMERICAN INDIAN	14	1.33%	0	0	10	0	2	0	0	2	0
FILIPINO	2	0.19%	0	0	0	0	0	0	0	2	0
OTHER	32	3.04%	1	0	28	0	1	0	0	0	2
PERSONS 65 AND OVER	4	0.38%	2	0	1	0	0	0	1	0	0
FEMALE HEAD OF HOUSEHOLD	75	7.12%	0	0	0	0	30	6	0	11	28
UNEMPLOYED	817	77.59%	59	35	301	18	178	0	11	92	123
AFDC	138	13.11%	11	0	6	0	38	16	2	10	55
SSI/SSP	155	14.72%	15	8	46	0	35	0	6	26	19
GENERAL ASSISTANCE	176	16.71%	6	3	24	0	36	0	3	9	95
DISABLED	305	28.96%	21	12	84	0	63	0	5	95	25
VIETNAM VETERANS	113	10.73%	3	4	41	0	30	0	0	9	26
DISPLACED WORKERS	107	10.16%	0	0	74	0	33	0	0	0	0



HOMELESS SERVICES  
JULY - SEPTEMBER, 1989

CLIENTS SERVED:	BERKELEY EMERGENCY FOOD PROJECT						BOSS	WOMEN'S	ECHO	CMH
	TOTAL	PERCENT	SHELTER	EXIT	MEALS	DROP-IN	CENTER	REFUGE	SHARE	DROP-IN
TOTAL	1229	100.00%	150	36	403	18	279	29	39	275
WHITE	377	30.68%	32	18	184	9	59	0	20	55
BLACK	738	60.05%	106	18	166	9	193	24	18	204
HISPANIC	43	3.50%	9	0	12	0	15	0	0	7
ASIAN/PACIFIC	15	1.22%	0	0	8	0	5	0	1	1
AMERICAN INDIAN	16	1.30%	0	0	6	0	6	3	0	1
FILIPINO	0	0.00%	0	0	0	0	0	0	0	0
OTHER	40	3.25%	3	0	27	0	1	2	0	7
PERSONS 65 AND OVER	14	1.14%	1	0	7	0	3	0	3	0
FEMALE HEAD OF HOUSEHOLD	76	6.18%	0	0	0	0	23	11	5	37
UNEMPLOYED	1052	85.60%	125	36	367	18	209	0	25	272
AFDC	135	10.98%	39	0	11	0	26	29	4	26
SSI/SSP	156	12.69%	21	0	31	0	34	0	7	63
GENERAL ASSISTANCE	127	10.33%	16	0	32	0	34	0	4	41
DISABLED	446	36.29%	36	0	78	0	54	0	7	271
VIETNAM VETERANS	121	9.85%	7	0	39	0	35	0	0	40
DISPLACED WORKERS	223	18.14%	0	0	187	0	36	0	0	0



HOMELESS SERVICES  
APRIL - JUNE, 1989

CLIENTS SERVED:	TOTAL	PERCENT	BERKELEY EMERGENCY FOOD PROJECT				BOSS CENTER	WOMEN'S REFUGE	ECHO SHARE	CMH DROP-IN
			SHELTER	EXIT	MEALS	DROP-IN				
TOTAL	1303	100.00%	268	108	553	18	212	45	20	79
WHITE	463	35.53%	80	39	250	9	64	0	7	14
BLACK	711	54.57%	174	62	224	9	129	45	10	58
HISPANIC	38	2.92%	5	3	21	0	7	0	1	1
ASIAN/PACIFIC	11	0.84%	1	2	5	0	1	0	2	0
AMERICAN INDIAN	29	2.23%	4	2	19	0	1	0	0	3
FILIPINO	0	0.00%	0	0	0	0	0	0	0	0
OTHER	45	3.45%	4	0	34	0	4	0	0	3
PERSONS 65 AND OVER	7	0.54%	2	0	2	0	1	0	2	0
FEMALE HEAD OF HOUSEHOLD	65	4.99%	23	0	11	0	9	16	2	4
UNEMPLOYED	1104	84.73%	184	104	490	18	177	45	9	77
AFDC	83	6.37%	12	7	9	0	11	38	2	4
SSI/SSP	180	13.81%	38	29	55	0	33	3	5	17
GENERAL ASSISTANCE	149	11.44%	41	16	40	0	29	0	2	21
DISABLED	376	28.86%	50	42	135	0	65	1	5	78
VIETNAM VETERANS	168	12.89%	43	21	63	0	26	0	1	14
DISPLACED WORKERS	149	11.44%	0	12	107	0	30	0	0	0



HOMELESS SERVICES  
JANUARY - MARCH, 1989

CLIENTS SERVED:	TOTAL	PERCENT	BERKELEY EMERGENCY FOOD PROJECT				BOSS CENTER	WOMEN'S REFUGE	ECHO SHARE	CMH DROP-IN
			SHELTER	EXIT	MEALS	DROP-IN				
TOTAL	1615	100.00%	649	36	547	18	220	43	22	80
WHITE	589	36.47%	213	11	265	9	65	2	9	15
BLACK	918	56.84%	406	21	229	9	140	41	9	63
HISPANIC	38	2.35%	11	2	13	0	10	0	2	0
ASIAN/PACIFIC	16	0.99%	6	0	7	0	1	0	2	0
AMERICAN INDIAN	17	1.05%	5	2	8	0	2	0	0	0
FILIPINO	0	0.00%	0	0	0	0	0	0	0	0
OTHER	37	2.29%	8	0	25	0	2	0	0	2
PERSONS 65 AND OVER	7	0.43%	1	0	4	0	2	0	0	0
FEMALE HEAD OF HOUSEHOLD	41	2.54%	10	0	10	0	6	8	2	5
UNEMPLOYED	1378	85.33%	569	36	472	18	194	0	10	79
AFDC	95	5.88%	36	4	22	0	7	19	3	4
SSI/SSP	213	13.19%	109	8	49	0	28	0	3	16
GENERAL ASSISTANCE	166	10.28%	70	16	41	0	22	0	4	13
DISABLED	365	22.60%	116	15	101	0	51	0	4	78
VIETNAM VETERANS	189	11.70%	70	1	51	0	55	0	0	12
DISPLACED WORKERS	147	9.10%	0	15	106	0	26	0	0	0







## APPENDIX I

### INVENTORY OF LOW INCOME RENTAL UNITS SUBJECT TO TERMINATION







INVENTORY OF LOW INCOME RENTAL UNITS SUBJECT TO SUBSIDY TERMINATION  
(1988-2008)

APPENDIX I

<u>PROJECT NAME AND ADDRESS</u>	<u>NUMBER OF UNITS</u>	<u>SUBSIDY PROGRAM</u>	<u>EARLIEST DATE OF SUBSIDY TERMINATION</u>	<u>NAME OF OWNER</u>	<u>OWNERSHIP TYPE TYPE</u>
o Allston House 2121 Seventh St.	48	Sec. 236	October 20, 1986	Ronald Hulme	For-profit
o Harriet Tubman 2870 Adeline	91	Sec. 236	July 31, 1991	American Singer	Non-profit
o Lawrence Moore Manor 1909 Cedar Street	45	Sec. 236/ Sec. 202	August 20, 1991	Satellite Senior Homes	Non-profit
o Melrose Apartments 1617 Russell Street	36	Sec. 221(d)(3)	May 26, 1991	Albert Lew	For-profit
o Strawberry Creek Lodge 1320 Addison Street	148	Sec. 202	March 2, 2004	Strawberry Creek Foundation	Non-profit
o Savo Island Coop 2017 Stewart Street	57	Sec. 213/ Sec. 8	November 30, 1989	Savo Island Coop	Non-profit (Limited Equity Cooperative)
o Amistad House 2050 Delaware Street	60	Sec. 202/ Sec. 8	August 6, 2001	Berkeley Pilgrimage Foundation	Non-profit
o Bonita House 1910-12 Hearst Avenue	12	Sec. 202/ Sec. 8	March 16, 2003	Bonita House, Inc.	Non-profit
o Oceanview Homes 813 Delaware Street	62	CHFA	November 26, 2003	E&I Development Association	For-profit (on City- owned land)
o Redwood Gardens 2951 Derby Street	169	Sec. 202/ Sec. 8	April 10, 2007	Cooperative Servcs. Inc. Derby Street	Non-profit (Limited Equity Cooperative)

SOURCE: CALIFORNIA COALITION FOR RURAL HOUSING PROJECT; SENATE OFFICE OF RESEARCH; AND H.U.D.

Ref:loinchsg.oag/Cncl.reps.etc.





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